DOCUMENT RESUME

ED 413 255 SO 026 995

AUTHOR Rath, Sharada
TITLE Administrative Values of the American Women State Public Administrators: An Empirical Study.
INSTITUTION Indiana State Univ., Terre Haute. Center for Governmental Services.
PUB DATE 1995-00-00
NOTE 87p.
CONTRACT R119006563
AVAILABLE FROM Indiana State University, Center for Governmental Services, Department of Political Science, Terre Haute, IN 47809; telephone: 812-237-2430.
PUB TYPE Reports - Research (143) -- Tests/Questionnaires (160)
EDRS PRICE MF01/PC04 Plus Postage.
DESCRIPTORS Administrator Effectiveness; Government Employees; Higher Education; *Public Administration; Public Sector; Sex Bias; Sex Discrimination; Sex Stereotypes; *State Government; *Women Administrators; *Womens Studies

ABSTRACT

This study examines the administrative qualities held by women who are state public service personnel. The value sectors identified in the study are political acuity, professional efficiency and managerial competency. Primary empirical data was collected through survey. The empirical data analysis of the study conclude that though many women have entered into public administrative services in the post-1970 period, gender variation is significant with regard to the nature of the jobs to which they are fitted and with regard to their upward career-mobility. Women are being paid less as their jobs are considered less significant. But no substantive difference was noted in respect to the administrative values and competency of female and male public administrators. Contains over 150 references. (EH)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED 413 255

ADMINISTRATIVE VALUES OF THE AMERICAN WOMEN STATE PUBLIC ADMINISTRATORS: AN EMPIRICAL STUDY

by
Dr. (Mrs.) Sharada Rath
Professor of Political Science
Utkal University, Bhubaneswar 751004 (India)
Fulbright Research Scholar

A Research Report from

The Center for Governmental Services
Department of Political Science

Indiana State University
Terre Haute, Indiana 47809 (U.S.A.)
Telephone: (812) 237-2430

SO 026 995

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
This document has been reproduced as received from the person or organization originating it.
Minor changes have been made to improve reproduction quality.
Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY
M. Mohapatra
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

BEST COPY AVAILABLE

ADMINISTRATIVE VALUES OF THE AMERICAN WOMEN STATE PUBLIC ADMINISTRATORS: AN EMPIRICAL STUDY

by

Dr (Mrs.) Sharada Rath
Professor of Political Science
Utkal University, Bhubaneswar 751004 (India)
Fulbright Research Scholar
Center for Governmental Services
Political Science Department
Indiana State University
Terre Haute, Indiana 47809 (U.S.A.)

FOREWORD

Professor Sharada Rath of Utkal University (India) completed this research in Fall 1995 while in residence in the Center for Governmental Services, Indiana State University. She was placed with the Center as a Fulbright Scholar in residence by the Council for International Exchange of Scholars. This research work by her is based upon a 50 state survey data collected by the School of Public Administration, Kentucky State University with the support of a National Science Foundation research grant (1990-1994).

The analyses and perspectives presented by Professor Rath in this work provide a unique cross-cultural conceptual framework. Her many years of research on Indian women elites blends well in this analysis of the administrative values of the American state women administrators. It has been a pleasure for the faculty, staff and graduate students of the Center for Governmental Services to be associated with this research by Dr. Sharada Rath and her supportive spouse Professor Satyanarayan Rath who was with the Center as a guest scholar. We look forward to continuing scholarly collaboration with them in the future years.

Dr. Manindra K. Mohapatra
Director, MPA Program and
Center for Governmental Services

PREFACE

I have completed this piece of research while being a Fulbright Research Scholar in residence in the Center for Governmental Services of Indiana State University. This project report has been prepared with the support of CIES, (ARFP Grant and Fulbright Award No. 1995/ARFP (PDR)/684 at the Center for Governmental Services, Indiana State University, Terre Haute, Indiana 47809 (U.S.A.) The survey data utilized in this project were collected by a National Science Foundation supported research project (NSF Grant No. R11 9006563) awarded to the School of Public Affairs, Kentucky State University. The data were computerized by the Center for Governmental Services, Indiana State University for empirical analysis of the present study. However, the author if this project is fully responsible for the analyses and conclusions presented in this monograph. These do not necessarily represent the position of the Center for Governmental Services of Indiana State University, School of Public Affairs of Kentucky State University and the National Science Foundation.

Dr. Richard H. Wells, Provost and Vice President for Academic Affairs, Indiana State University had extended his support to this project by offering me a Fulbright Visiting Scholar appointment in the Center for Governmental Services at Indiana State University. Dr. Manindra K. Mohapatra, Director, Center for Governmental Services, Indiana State University, as my faculty associate, helped me with critical discussions and valuable suggestions in carrying out the project from the beginning till the completion of the final report. His constant interest and in the progress of the project has been indeed a source of great stimulation. To Dr. Manindra Kumar Mohapatra the author owes a deep debt of gratitude. I am also thankful to Dean Cassie Osborne, Jr. and Professor Bruce Rose of Kentucky State University for providing me the NSF project data for my analyses.

The author places on record her appreciation of the inputs of encouragement and inspiration she has received in the duration of the work from the Faculty members of the Department of Political Science: Dr. Michael Erisman (Chairman), Dr. Enamul Choudhury, Dr. William Maxam, Dr. James McDowell, Dr. Kirby Goidel, Dr. Glenn Perry, Dr Robert Puckett, Dr. Samory Rashid, Dr. Dean Myers, El-Houcin Chaqra, Brian Cherry and Gretchen Etling. In preparation of the manuscript, the author has received the ungrudging assistance and untiring service of the staff and graduate students of the Department of Political Science and the Center for Governmental Services: Laura B. Wilburn (Secretary, Department of Political Science), Mary Richmond (Secretary, Center for governmental Services), Maria Lorenzo-Carballo, Marcia Setzer, Tanya Hunter, Annissa McCaskill, Reginald Simmons, Jiang Jianling. To all of them sincere thanks of the author are due. The author wishes to express her profound gratitude to the Librarian and other staff members of the Cunningham Memorial Library, ISU for the opportunity extended to her to consult relevant books and journals of that library in the course of preparation of this research manuscript.

I am grateful to my husband, Dr. Satyanarayan Rath, who has given me his encouraging company during my study here and has rendered necessary help in reading out the draft manuscript and offering valuable suggestion for necessary change before its finalization. Though I am missing my children here, I greatly value their encouragement for completion of my work. No amount of words would be adequate to express the profound sense of gratitude of the author to Mrs. Urmila K. Mohapatra who has always been a source of warm hospitality and affectionate inspiration. Her published bibliography titled Current Research on Women Administrators and Professionals (1991) was very helpful to me in this project.

November 3, 1995
Terre Haute, Indiana

(Sharada Rath)
Visiting Fulbright Scholar
Center for Governmental Services
Indiana State University

ABSTRACT

Gender studies in public personnel system in the United States have been interesting also the representative character of bureaucracy and the related status occupied by women in administration. Since the enactment of Civil Rights Legislation (1962), studies on women administrators have concentrated more or less on the issues such as women's entry into workforce, women's education and necessary qualifications, their career mobility, discrimination at work place, lower wages for females, gender-specified jobs etc. in federal as well as state government services. But, as yet, very less attention has been paid to gender-based studies on administrative values of state public service personnel. Considering the need to conduct more research on the administrative values of the state women administrators, the present enquiry is being made to find out the what extent the gender is influential in determining the commonalities and differences of administrative values of state administrators, both men and women.

Values are, no doubt, subjective matters to be discussed. In the present study, value sectors are identified as three, namely, political acuity, professional efficiency and managerial competency. Accordingly, the indices are selected for measurement of values in these three value sectors.

Primary empirical data used here have been collected through survey research technique. Using a subset of fifty-state survey data set collected through mail survey questionnaire by the Research Center for Public and International Policy at Kentucky State University (HBCU) (NSF Grant No. R11 9006563), the present empirical analysis has been made. This survey has generated common gender-based patterns that appear across the regions of the country.

The empirical data analysis of the study conclude that though women in large number have entered into public administrative services due to legal, social and economic pressures in the post-1970 period, gender-variation is very much significant with regard to the nature of the jobs to which they are fitted in and with regard to their upward career-mobility. They are being paid less wages as they are in less worthy or less significant work. The glass ceiling still exists and creates barriers in the career path of women administrators. But there is no substantive difference in respect to the administrative values of female and male public administrators. Women state public administrators do possess equally, and in some cases more than their male counterparts in public administration, political acuity, professional efficiency and managerial competency which constitute the administrative values of the public administrators. Women public administrators imbibe professional efficiency and managerial skill through professional socialization. In case of women administrators, professional socialization outweighs the family socialization, such that in no case they are less come
competent than the male public administrators. This finding as regards administrative values will, it is hoped, help women administrators to overcome the gender-barriers and break the glass ceiling in the structure of state public services.

Table of Contents

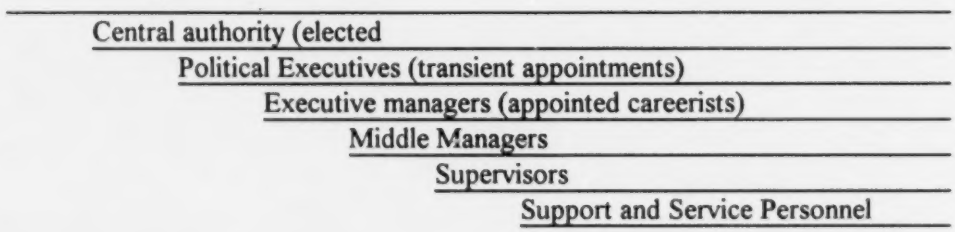
Preface		Page
Chapter - I:	Introduction	1
	• Research setting • Objectives of the study • Methodological concern and data sources • Socio-economic status of state public administrators • Review of literature	
Chapter - II:	Women in American State Administration	15
Chapter - III:	State Administrators and Political Acuity: Sex Difference	21
Chapter - IV:	Professional Efficiency and Gender Variation	27
Chapter V:	Managerial Competency and Gender Behavior	42
Chapter VI:	Findings and Conclusion	60
Appendix A:	1990 State and Local Government Information (EEO-4) Survey	
Appendix B:	Survey Questionnaire	
	References and Bibliography	63

Chapter 1
INTRODUCTION

Public administrative service constitutes one of the major pillars of the American governmental system, because legislature enacts a law, but administrative organization must determine which actions comply with it and which do not. Public administrators deal with formulating, implementing and altering public policies and programs, and as public managers they are primarily concerned with the policy-implementation.

Public administrative services in the United States have their genesis along with the Constitution and during these long periods of more than two hundred years, they have grown in size, functions and complexities. The organizational chart of the American governmental system may be picturized as follows:

Figure 1.
A GENERALIZED ORGANIZATIONAL PYRAMID OF GOVERNMENT*



*Source: Ott, Hyde and Shafritz (eds.): 1991, p. 17

The central authority at the peak point of the administrative organization is fielded by the President of the United States at the federal level and by the state governors at the state level. Otherwise, the same pyramidal structure of the administrative organization is working both at the center and in the states despite the federal nature of the government. Political executives are appointed by the President or by the Governors on political considerations for temporary period of tenure coincided with the term of the particular government. Executive managers are drawn primarily from the ranks of the government service careerists. Middle managers and supervisors, the next two levels in the pyramid, are composed entirely of employees selected through competitive or 'merit' procedures. This large group of people, numbering in the hundreds of thousands, is responsible for the great bulk of the routine work of government.

RESEARCH SETTING

State administrative personnel system in the United States constitutes a major area of research concern because of their separate identity from the federal administrative structure and the responsibility of state administrators for enacting and implementing their own laws and policies as well as for raising revenues. States have also acquired a well-deserved reputation as laboratories of innovations that are ultimately transported to the federal government. The United States of America is composed of fifty state units which are classified regionwise as follows.

Table I:1
CLASSIFICATION OF STATES: REGIONWISE*

Region	State
West	Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, New Mexico, Nevada, Oregon, Utah, Washington, Wyoming
Midwest	Illinois, Iowa, Indiana, Kansas, Michigan, Minnesota, Missouri, North Dakota, Nebraska, Ohio, South Dakota, Wisconsin
South	Arkansas, Alabama, Delaware, Florida, Georgia, Kentucky, Louisiana, Mississippi, Maryland, North Carolina, Oklahoma, South Carolina, Texas, Tennessee, Virginia, West Virginia
Northeast	Connecticut, Maine, Massachusetts, New York, New Jersey, New Hampshire, Pennsylvania, Rhode Island, Vermont

*Source: U.S. Bureau of the Census

During recent years, organizationally the state bureaucracy has grown both in size and functions leading to large increases in required state revenues. This can be observed from the number of administrative offices in several states.

Table No. I:2

ORGANIZATIONAL LISTING OF MAIN STATE DEPARTMENTS, BOARDS, COMMISSIONS, DIVISIONS, ASSOCIATIONS AND OTHER OFFICES.*

No. of States	No. of Administrative Offices
20	50-70
15	71-90
10	91-110
03	111-130
02	131-150

*Calculated from the State Executive Directory, November 1993 - February 1994

In the present study, the state personnel system has been studied taking all the fifty states together ignoring the cultural diversities affecting the state administrative system. Taking all the state governments together, it is found that state governments' personnel exceeds the total federal civilian workforce by more than one million.

Traditional assessments of the state's politico-administrative culture offered by researchers emphasize the range of variation among the states. (Wright, 1965; Stigler, 1975; Elazar, 1972; Gray, 1983.) Differences in the size, scope and complexity of state bureaucracies are partially a reflection of state social and economic characteristics and changes in those characteristics. (Eling, 1983).

However, a number of most recent studies indicate that the states may no longer be distinct or unique units as once perceived. (Mohapatra, et. al., 1992; Buchanan and James, 1992; Kelly and Guy, 1991.) The absence of diverse administrative cultures in the states may be explained by increasing urbanization, population mobility, highly developed information technology, more or less uniform need-based system etc. In this context, the present survey has been done in all the fifty states taken as a whole and the research setting has been fixed on the states as the geographical scope of inquiry to generate common patterns which appear across regions of the country that are historically, economically and geographically diverse.

OBJECTIVES OF STUDY

Studies on women administrators have become immense since the enactment of Civil Rights Legislation, 1964 and Equal Employment Opportunity and Affirmative Action Legislation in 1972. However, all these studies have concentrated more or less on women's entry into workforce, women's education and necessary qualification, women's career path, promotion and mobility, discrimination at work-place, lower wages for females, gender-specified jobs, etc., in federal and state government services. (Hays and Kearney, 1992; George, 1990; Joseph and Sigelman, 1980; Thompson, 1970; Cornwell and Kellough, 1994; Lewis, 1994; 1990; Bullard and Wright, 1993; Naff, 1994; Guy, 1993, 1991; Stivers, 1993)

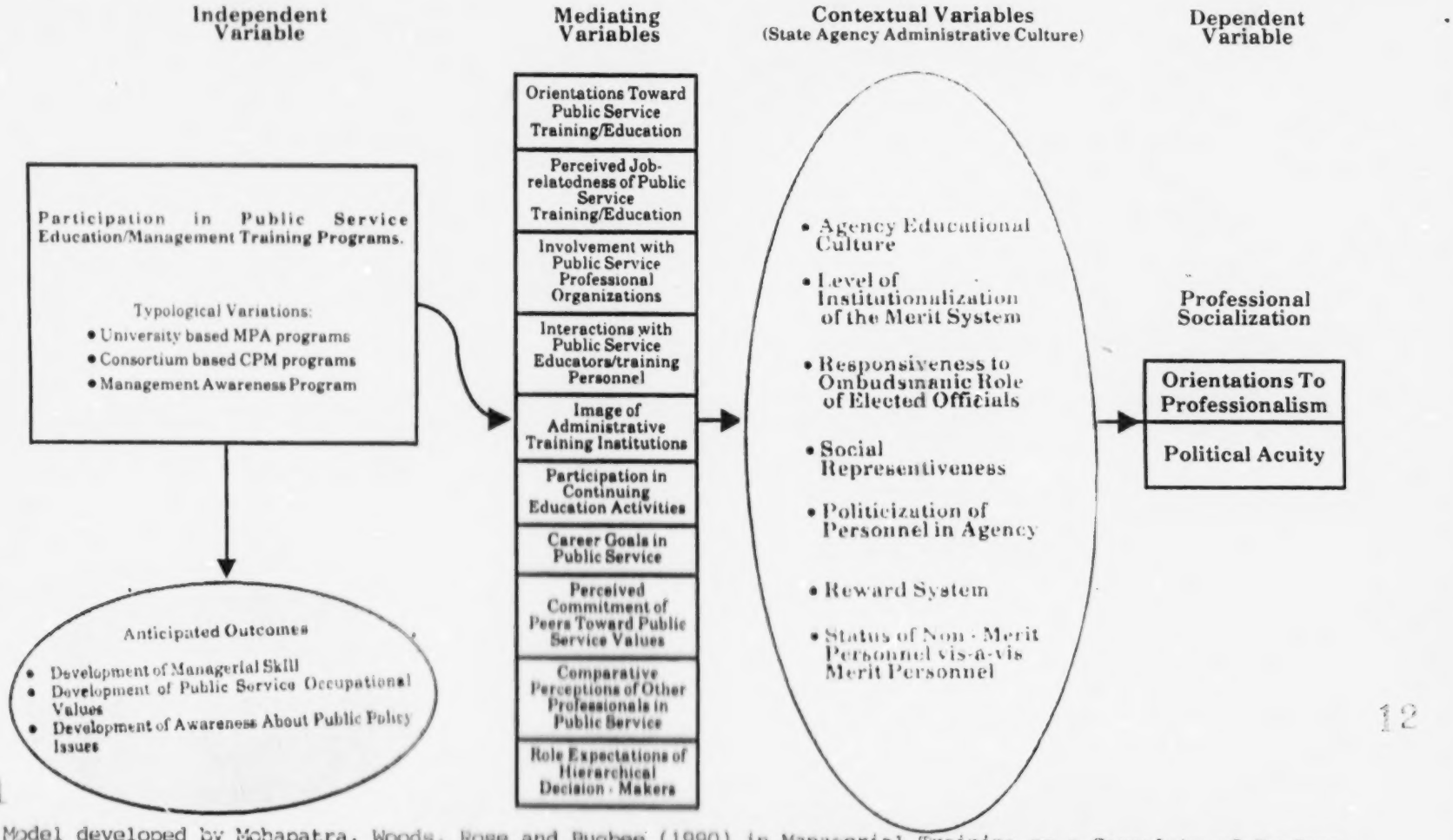
Considering the fast-growing entry of the women administrators in the American state administrative system, it appears that there is a need to conduct more research on the administrative values of state women administrators as to what extent these values are significantly different or not different, from those of the male administrators. Values are subjective matters to be discussed but they are measured by the organizational and functional skills and competence. This general research theme has shaped the totality of the present enquiry.

The proposed research theme has raised the following key questions which constitute the main objectives of the study.

1. Do the male and female state administrators differ in their views toward political acuity which is one of the salient factors of administrative values?
2. Does there exist substantial difference in the administrative efficiency of the male and female administrators?
3. Are the women administrators significantly less competent from the male administrators in the managerial jobs?

In general, some variations in administrative values based on gender are likely to be apparent. With this assumption, the present enquiry is being made to find out to what extent the gender is influential in determining the commonalities and differences of administrative values of state administrators, both men and women.

Figure 2 **Kentucky State Administrators' Orientations Toward Public Service Professionalism and Political Acuity: A Conceptualization of Research Variables***


Independent Variable
Mediating Variables
Contextual Variables
(State Agency Administrative Culture)
Dependent Variable
Participation in Public Service Education/Management Training Programs.
Typological Variations:
• University based MPA programs
• Consortium based CPM programs
• Management Awareness Program
Anticipated Outcomes
• Development of Managerial Skill
• Development of Public Service Occupational Values
• Development of Awareness About Public Policy Issues
Orientations Toward Public Service Training/Education
Perceived Job-relatedness of Public Service Training/Education
Involvement with Public Service Professional Organizations
Interactions with Public Service Educators/training Personnel
Image of Administrative Training Institutions
Participation in Continuing Education Activities
Career Goals in Public Service
Perceived Commitment of Peers Toward Public Service Values
Comparative Perceptions of Other Professionals in Public Service
Role Expectations of Hierarchical Decision - Makers
• Agency Educational Culture
• Level of Institutionalization of the Merit System
• Responsiveness to Ombudsmanic Role of Elected Officials
• Social Representiveness
• Politicization of Personnel in Agency
• Reward System
• Status of Non - Merit Personnel vis-a-vis Merit Personnel
Professional Socialization
Orientations To Professionalism
Political Acuity

* Model developed by Mohapatra, Woods, Rose and Bugbee (1990) in Managerial Training as a Correlate of Professional Development Among Managers in State Government of Kentucky, (Unpublished report), Center for Public Policy Research School of Public Affairs, Kentucky State University, Frankfort, Kentucky.

BEST COPY AVAILABLE

CONCEPTUAL CONCERNS

As yet, very less gender-based studies on administrative values are made. While Frederickson (1990) had taken "social equity" along with economy and efficiency as administrative values, Hays and Kearney (1992) had identified gender-based administrative values as "social equity, representation and professionalism" in administration. Mary Guy 1(1992) had emphasized upon "gender equity" and "administrative culture" as two basic values in administration. Stivers (1993) has studied "legitimacy" as the administrative value affecting gender. Newman (1993) in her research paper discussed the status of women in public administration in the framework of theoretical structure of Weberian bureaucracy and has clustered the variables into three categories: Human capital variables, socio-psychological variables, and systemic variables. Models of administrative values in general have also been developed by a number of researchers of public administration (Mohapatra, Rose, Woods and Bugbee, 1989; Abney, 1981; Bledstein, 1976; Freeman, 1984; Pugh, 1989). Utilizing these theories, concepts and models, the present researcher has tried to build a theoretical model for the study of the problem "Administrative values of the women public administrators of the states of the United States of America."

Figure 3.

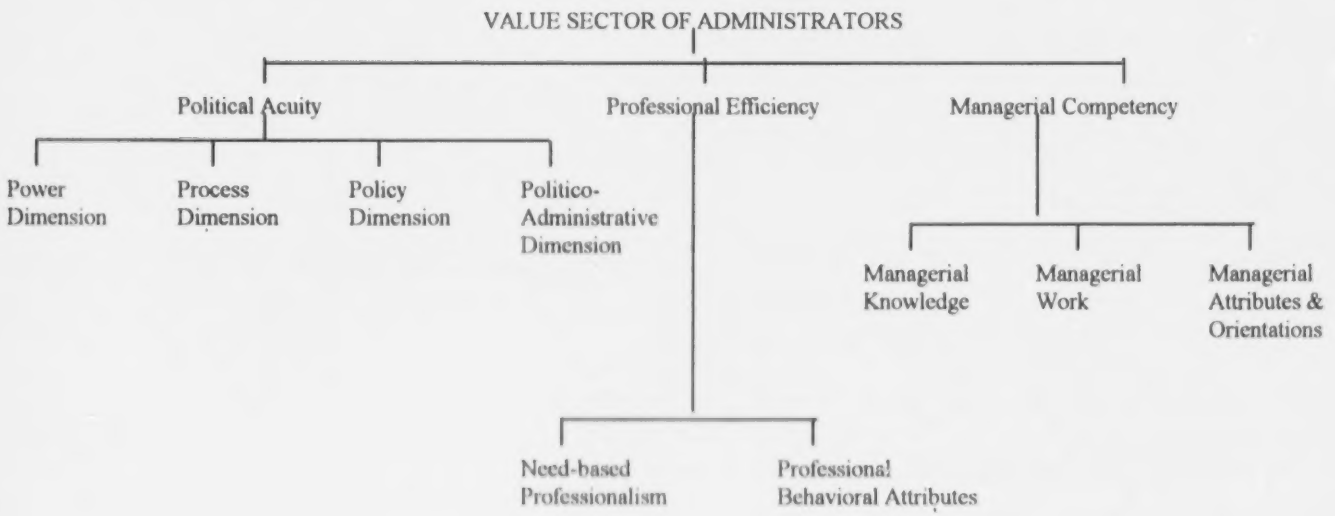
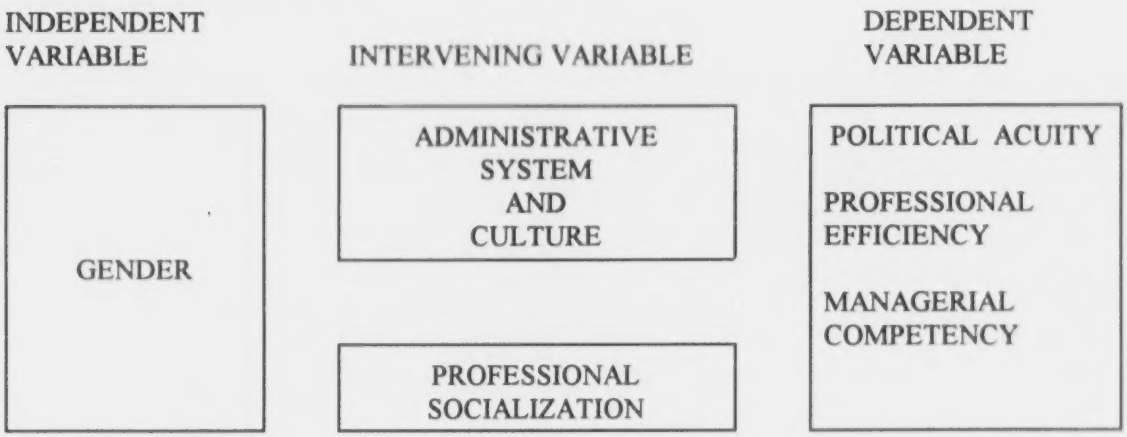


Figure 4.

A CONCEPTUALIZATION OF RESEARCH VARIABLES DETERMINING ADMINISTRATIVE VALUES



The conceptualization proposed in Figures 2 and 3 provides a theoretical foundation for the present empirical study. Value sectors are identified as three, namely, political acuity, professional efficiency and managerial competency. Values are subjective and consequently difficult to measure objectively. However, we feel that attitudes and opinions held by an individual has internalized and expressed as his/her values. Therefore, in this study, we have tried to find out these values - individual as well as group, institutional as well as personal - through written self-administered questionnaire that reflects the opinion, attitude, perception and behavior of the respondent.

These values are considered as dependent variables to be explained by the explaining variable gender with the mediating influence of the intervening variables like administrative system and culture at the state level and professional socialization of the women administrators. These dependent variables again influence, though indirectly the intervening variable. Administrative system and culture at the state level influences the professional socialization of state administrators to the same extend as it is influenced by the latter. Gender as an explaining variable has also got impact upon the administrative system and culture and the professional socialization of the administrators.

In this present study, the socio-economic factors like education, ethnicity, job category, service experience etc., are used as reference variables to test the demographic influence on the administrative values of women administrators.

METHODOLOGICAL CONCERNS AND DATA SOURCES

The present study is based on data elicited from both primary and secondary sources. Secondary data as "hard data" are collected from the U.S. Census Report, Report of the EEO

Commission, Report of the U.S. Merit Systems Protection Board, Statistical Abstract of the United States, 1994, The State Executive Directory, 1993-94, The Book of the States, Report of Department of Labor. All these provided the statistical data used in this study for the organizational structure of the state administration, national directory of the state executives and the status of women with their promotion, salary and representation in state administration. Descriptive secondary data on the administrative culture and on the present status of women administrators with their emerging issues and problems are collected from a number of books and relevant articles published in research journals. A select bibliography is appended in this study as Appendix.

Primary data are collected through survey research technique. Nevertheless, survey research appears to be an appropriate methodological option in analyzing the attributes and values involving state public administrators. Using a subset of fifty-state survey data set collected by the Research Center for Public and International Policy at Kentucky State University (HBCU) (NSF Grant No. R119006563), the present analysis of the women administrators has been made. There are few political scientists who have analyzed state administrators using a fifty-states focus. (Wright, 1968; Osborne, et. al., 1994)

The survey instrument used in this study was designed as a mail survey questionnaire. It is a 39 item comprehensive questionnaire divided into six sections with both closed-ended and open-ended survey questions. For the present study some of the question-items related to this particular problem were selected and responses there on were analyzed. All the 39 items were not analyzed in this study. Computerization and tabulation of data are made with the response of all public administrators (N=5858) of which 4090 (69.8%) are male respondents and 1768 (30.1%) are female respondents. This discrepancy in sample respondents is very much similar with the discrepancy of male and female entry into administrative jobs.

As a part of research design, data were not analyzed on a state-by-state basis with the assumption that the status of women compared to that of men apparently overrode regional or local proclivities. This survey has generated patterns that appear across regions of the country. In all closed-ended questions, responses were scored on a scale of 1 to 4 with 1 being 'not important' to 4 being 'very important' or with 1 being 'disagree' to 4 being 'strongly agree.' Sophisticated statistical method like 't-test', 'f-test' or chi-square analysis has not been applied with an intention to make the study as simple as possible for effective communication to the general reader. Hence, numerical data were analyzed only on the basis of frequency and percentage distribution. Though it is pertinent that no empirical research can be made without statistically significant reliable data and empirically tested hypotheses, simple distribution analyses in this study have helped us to deal with many questions relating to the values of women administrators in the states and to draw the conclusions on the analysis of data. The empirical data presented in this study suggested a number of generalizations about political, professional and managerial attributes of state public administrators on gender variation.

SOCIO-ECONOMIC STATUS OF STATE PUBLIC ADMINISTRATORS (SURVEY PARTICIPANTS)

It has already been pointed out that socio-economic factors of sample respondents are taken as reference variables in this study. One of the earlier empirical studies of American State administrators was completed in the late sixties by Professor Deil Wright (1968) who utilized a national sample to study the background profile of state administrators in fifty states. Osborne and his colleagues (1994) had also made a study of general profile of state administrators (survey participants) of fifty states to make a research on public service professionalism. Hays and Kearney 91992) pointed out that till 1992, only five studies of the background characteristics of public personnel administrators have been conducted. Female personnel executives in public administration have never been examined either separately or as components of a larger study. However, with the support of the NSF study grant, the Research Center for Public and International Policy, Kentucky State University prepared a research design to collect the socio-economic information on gender basis from the state public administrators all over 50 states of the United States of America and of Puerto Rico. The research design was made with an attempt to maintain, more or less, numerical parity among the survey participants (state public administrators) from all the regions of the country.

Table No. I:3

REGION-WISE DISTRIBUTION OF SAMPLE RESPONDENTS: GENDER VARIATION

Gender	Regional Distribution				All Administrators
	West	Mid-West	South	North-east	
MALE	72.8 (1178)	68.4 (952)	68.0 (1325)	72.2 (591)	70.0 (4046)
FEMALE	27.1 (440)	31.6 (439)	31.9 (622)	27.7 (227)	29.9 (1728)
TOTAL	100% (1618)	100% (1391)	100% (1947)	100% (818)	100% (5774)

This table indicates the region-wise distribution of respondents on gender variation. The survey participant (39) of Puerto Rico which has not attained the status of a state are excluded in this table only for region-wise distribution. But for the sake of other analyses on gender-variation, the responses of the Puerto Rico administrators--male and female are included.

Taking the analysis of gender variation of the survey participants regionwise, it is found

that in every region, women participants constitute less than one-third of the administrator respondents, while male participants constitute more than two-thirds of the total state administrators. As no region is an exception to this finding, it can be easily concluded that women in administration are represented in much less number than the male state administrators in every region of the country. Gender-variation in administrative jobs cuts across the geographical boundaries of the regions. Guy (1993, p. 289) rightly reports that gender is more predominant than geographic boundaries of political traditions when it comes to affecting one's status in public management.

Table No. 1:4

A GENERAL PROFILE OF STATE ADMINISTRATORS (SURVEY PARTICIPANTS)WITH GENDER VARIATION *

	Male	Female	All Administrators
	69.81	30.18	100
	(N=4090)	(N=1768)	(N=5858)
ETHNICITY			
White	89.9 (3610)	85.6 (1492)	88.63 (5102)
African-American	3.8 (153)	7.6 (133)	5.0 (286)
Hispanic	2.3 (93)	3.0 (52)	3.0 (145)
Native-American	0.8 (32)	0.5 (08)	0.8 (40)
Asian or Pacific	3.0 (119)	3.01 (53)	3.0 (172)
Other	0.2 (07)	0.2 (04)	0.2 (11)
Total	100% (4014)	100% (1742)	100% (5756)
EDUCATIONAL DEGREE IN PUBLIC ADMINISTRATION			
	N=4090	N=1768	N=5858
Total Degree Holders	47.0 (1924)	49.4 (875)	47.7 (2799)
Total Non-Degree Holders	53.0 (2166)	50.5 (893)	52.2 (3059)
B. A.	12.9 (530)	11.5 (205)	12.5 (735)
MPA	25.3 (1036)	26.9 (476)	25.8 (1512)
Ph.D./DPA	1.7 (73)	1.5 (27)	1.7 (100)
CPM Graduate	6.9 (285)	9.4 (167)	7.7 (452)
Total	100% (4090)	100% (1768)	100% (5858)
SEX DIFFERENCES IN WORK UNITS			
Data/Paper oriented	23.9 (933)	24.5 (416)	24.1 (1349)
People/Service oriented	70.7 (2759)	71.6 (1215)	71.0 (3974)
Machine/Production oriented	5.6 (209)	3.8 (65)	4.8 (274)
Total	100% (3901)	100% (1697)	100% (5598)

CATEGORIES OF JOBS			
1. Administrative, professional, technical	57.1 (2264)	61.5 (1057)	58.4 (3321)
2. Clerical, office machine, administrative support	2.8 (113)	4.8 (83)	3.4 (196)
3. Supervisory managerial	24.4 (969)	24.9 (428)	24.6 (1397)
4. Service, maintenance, agricultural construction	3.5 (139)	1.7 (30)	3.0 (169)
5. Law enforcement, investigative, protective	12.2 (483)	6.9 (119)	10.6 (603)
Total	100% (3968)	100% (1718)	100% (5686)

SERVICE EXPERIENCE			
0-5 years	7.5 (310)	10.7 (191)	8.6 (501)
6-10 years	10.2 (418)	17.8 (315)	12.5 (733)
11-15 years	15.4 (632)	23.5 (417)	17.9 (1049)
16-20 years	23.1 (947)	22.8 (403)	23.0 (1350)
over 20 years	43.5 (1783)	25.0 (442)	38.0 (2225)
Total	100% (4090)	100% (1768)	100% (5858)

SEX DIFFERENCE IN APPOINTMENT (Nature of Appointment)			
Elected Official	0.7 (27)	0.7 (12)	0.7 (39)
Political Appointee	26.1 (1039)	24.3 (417)	25.6 (1456)
Merit System Employee	59.0 (2347)	57.5 (986)	58.6 (3333)
Other mode of appointment	14.1 (562)	17.4 (299)	15.1 (861)
Total	100% (3975)	100% (1715)	100% (5690)

*Missing data have been excluded from each tabulation.

The N-size under different categories varies due to the exclusion of non-response cases. The totals in certain categories do not add up to 100% due to rounding orders.

This analysis is based on data from 5658 completed questionnaires. Table I:4 projects a general profile of administrators of fifty states of the United States of America who participated in this survey. A majority of the participants are male (69.8%) and about less than a third (30.1%) are women administrators. This is due to the fact that the number of women administrators is much less than the number of male administrators in public administration. Hence 50:50 ratio of the participants on gender basis could not be maintained. Slightly less than 90% of the male administrators are white,, while 85.6% of the female administrators are white. As majority of the people are white, they constitute the majority group of administrators and also they constitute

majority group of participants in this survey. So far as ethnicity is in question, there is no gender variation.

Degree in public administration may be considered as a professional qualification for the administrators. In this study, the educational profile of survey participants shows that slightly over 46% of the total administrators possess some degree in public administration, nonetheless, the percentage of women degree holders (49.4%) is more than that of the male degree holders in public administration (47%). CPM graduates among women administrators (9.4%) are more than those among the male administrators (6.9). Hence, evidence shows that under representation of women administrators is not a systematic function of educational barriers. As consistent with most earlier studies, the present study puts forth that the state women public administrators are also educated and they possess professional degree.

In order to know the gender-variation in work-units, the questionnaire asked respondents to classify their organizations. It is generally assumed that women because of their gender are put in data/paper oriented work units. But in this survey, it is found that there is no significant gender-variation in work units, though slightly more percentage of male administrators (5.4%) than that of the women administrators (3.8%) are in machine/production oriented jobs, while slightly more percentage of female administrators (71.6%) compared to male persons (70.7%) are in people/service oriented work units.

In general, administrators (58.4%) like administrative, professional and technical jobs as more challenging than other types of jobs. In this survey, these jobs are liked more by women administrators (61.5%) than by male administrators (57.1%). Women administrators in lesser number (6.9%) than the male administrators (12.2%) like the law enforcement, investigative and protective jobs. Hence, male and female administrators differ in their orientations towards different kinds of jobs.

The gender difference is very prominent in case of service experiences. Twenty years back, of course, the entry of women into the administrative services was very less, so while slightly more than 47% of women are having more than 16 years of service experience, the percentage of male administrators having the same length of service is 66.6%.

The pattern of appointment to the administrative services shows no gender variation. In case of both male and female administrators, more than half (58.6%) are merit system employees. In case of political appointee, male administrators (26%) are little more in percentage than that of the female administrators (24%)

REVIEW OF LITERATURE

Public administrators are a layered group of persons who matter much because administration matters much in every society, developed or developing. Planning and implementation of task functions constitute the major area of governmental function upon which the efficiency and stability of government depend. Therefore, the administrative executives who are in charge of these functions are considered as the administrative elites in the society.

In a federal country like the United States, state administrators are viewed with much

importance because state governments function as distinct entities with their own constitutions, laws elected officials and independently raised revenues. (Kelly, Rita Mae, et. al., 1991). Hence, a number of research works on the values, behavior, role perceptions and role performance of the state administrators in the United States of America have been done by the scholars with an interdisciplinary approach and with an application of both normative and empirical methods of study during the last two decades, 1970-1990.

An empirical study of American state administrators was completed in the late sixties by Wright (1965). A national sample was used to study background profiles of state administrators in fifty states. The result of this study suggested a number of generalizations about the social attributes of state administrators. Follow-up studies were made by Wright (1977); Abney (1982); Miller (1987); Pearson (1977) (1981); Sherwood (1988); Putnam (1974); Mohapatra, et. al. (1989); Haas and Wright (1987) (1989); Sharkansky (1971). Osborne and associates (1994) had recently made a study of administrators of fifty states and used a new concept "state administrative culture" to understand and measure variations in the administrative system of the fifty states.

Undoubtedly, state bureaucracies have grown rapidly in both size and complexity during the past two or three decades. (Wright, 1982). They are often depicted as sources of continuity, competence, and expertise for the multiple missions of state government (Haas and Wright, 1989). Moreover, administrators provide permanence and professionalism to the states. (Sharkansky, 1971).

If state bureaucracy has assumed of so much importance in public administration, what are the values, perceptions and roles, the women administrators hold as different from those of male administrators in the network of state administration? This is the main concern to be dealt with in the present research project.

The entry of women into he administrative structure of the federal and state level government of the United States has formed a major area of study with scholars of several disciplines during the last decade. (Edson, S. K. 1988; Guy, Mary E. 1992; Haslett, Beth 1992; Morrison, A. M. 1987.)

During this period, a number of cross-cultural studies also concentrated on women administrators of different countries. David Sims and Jean L. Siew-Kin (9113) had made a study with Singaporean women managers. Karen Korabik(1993) made a study of women managers in the People's Republic of China and focused on the impact of recent economic reforms on the women's education and training and their greater access to female support networks. Ryh Song Yeh and Cherlyn S. Granrose (1993) published a paper on the work goals f Taiwanese men and women managers in Taiwanese, Japanese and American owned firms. S. Jean Lee and Tan Hwee Hoon (1993) tried to find out the gender-based views of women managers in Singapore. B. R. Rairikar (1978) made an attempt to locate the various problems the women executives in India are facing. Swarna Lata (1993) and made a study of women in Civil Services in India including the Indian Administrative Service, Indian Police Service and Indian Foreign Service and tried to find out the utility, suitability and acceptability extent of women at various levels of the most prestigious cluster of public services in India. Geeta Chaturvedi (1985) had a study of the socio-economic background and attitudes of women administrators in Rajasthan - a state of the Indian

Union.

However, the gender-centered theorists, all over the world, had made it a point that the number of women executives is much less than the male executives in the administration network. Although women represent more than 50% of the world population, in no country do women represent half, or even close to half, of the managers or administrators. (Adler and Israeli, 1994). Jane H. Bayes (1991) reporting the conclusion to a symposium on women in public administration in six different countries: India, the People's Republic of Bulgaria, the Netherlands, the Federal Republic of Germany, Finland and the U.S. wrote that women were present in limited numbers in the top levels of the bureaucracies in all countries ranging from 1% to 11%. Even though the percentage of employed women is increasing in most countries, the number in managerial positions remains disproportionately low, and the number holding executive positions, remains negligible almost everywhere. This pattern holds across oriental and occidental cultures, across communist, socialist, and capital systems, and among economically developed and developing countries. (Adler, Nancy J. 1993). Yvonne D. Billing and Mats Alvesson (1989) emphasizing the stereotyped sex roles in society pointed out that female deficiencies in knowledge and skill and personality as well as male female attitudinal biases may have prevented women from entering into a succeeding in management. Evidence suggests that the under-representation, under-utilization and skewed distribution of female managers is neither coincidental nor random but rather a function of systemic cultural sanctions, educational barriers, legal restrictions and corporate practices. (Adler, Nancy J. 1993; Bayes, Jane H. 1991.)

Such type of findings are always based on the hypothesis that women in administration and management are perceived as few, less skilled, less knowledgeable and less competent than the male administrators. (Schein, 1973). However, the sex-role stereotypes at home, at work-place and at social level are the outcomes of the prevalent male-dominant culture. Culture has influenced considerably the attitude, behavior, perception and role of both men and women in administration. Administration has been conceived as a male-domain. People in general equate the managerial role with the personality traits, but more specifically on the men themselves. (Donnel, S. M. and J. Hall, 1980.) The managerial culture of both men and women are perceivably distinguished and different. (Gaeddert, 1985; Stein and Bailey, 1987; Rosner, 1990.) Judi Marshall (1993) offers a theoretical exploration of the dynamics of organizational cultures as they affect women managers. Even if more women are present in management positions, male values and perceptions dominate the organizational culture and this, in turn, contributes to marginalizing women. Camilla Stivers (1993) shows how gender affects the scholastic interpretations of legitimacy, entitlement and power. To her the government has remained a masculine enterprise, as the images of expertise leadership and virtue are bestowed on the male persons as their qualities at the expense of feminine virtues of females. Females are deprived of participating in public life due to masculine oriented and male dominated administrative culture.

Rita Mae Kelly, Mary E. Guy and colleagues (1991) report on the findings of a six-state study that addressed itself to the issue "Are women being effectively integrated into the managerial ranks of state government administrations?" Overall, they find "little evidence that more than a minimal level and type of equality have taken place." Their surveys indicate that men continue to hold disproportionately more elite positions in state administrative systems. Margaret L. Cassidy and Bruce O. Warren concluded that the effect of status consistency on work satisfaction is mediated by the cultural value attached to the male dominated occupations. Jan

Grant and Paige Porter (1994) suggested that gender in the workplace can be seen as dynamic.

The government of the United States is committed to implement the Affirmative Action (AA) and Equal Employment Opportunity (EEO) policies. But it is very difficult to assess the genuine concern of the government to implement these two policies particularly when the women are not equally represented in bureaucracy (Hale and Kelly, 1989; Wise, 1990; Ahn and Saint Germain, 1988) and social equity is very much questioned. Managerial ranks are dominated by the male incumbents who are always considered as the advantaged group in male-dominated culture. (Harrison, 1964; Krislov, 1974; Krislov and Rosenbloom 1981; Wise, 1990.) Wise (1990, p. 572) points out that about 90 percent of the U.S. (federal senior executive service) positions are occupied by men; "Occupational segregation is more an issue of sex than race." Rita and associates (1991, p. 403) also point out that sexism runs deeper than racism. This means that disparities between the sexes are more predictable than disparities between races or ethnicities.

Women's career advancement has been discussed in several ways. (Lewis, 1986 and Sherwood, 1988). But most of the studies have made the conclusion that stereotypical notions of sex roles are still applied to the job hierarchy and these prevent women from achieving equal status with men. Women are facing discrimination and gender-related barriers to advancement in jobs. (Kanter, 1977; Kessler-Harris, 1986; Billing and Alveson, 1989; Bayes, 1991.) Even Kanter believes that women's display of what are considered to be feminine traits are more the result of lack of opportunity than of gender. Katherine C. Naff (1994) contends that although discrimination against women has been illegal in the federal government since 1964, women are still severely under-represented in managerial ranks. Using a unique data set compiled by the U.S. Merit Systems Protection Board the author examines factors accounting for the successful advancement of women and those factors may indicate about why women have not made more progress. In the United Kingdom it was also found that, despite some initial gains, women's advancement into middle and senior level management was severely limited. (Edwards, Christine, 1995). Richard Sherman (1994) studied African-American women manager's upward mobility within American corporations. These women managers described their barriers to upward mobility which has been conceptualized by the researcher as "rock ceiling." The accusation in the United States focusses that federal government continues to promote women slower and promote them less than their male counterparts. (Rusaw, A. Carol, 1994; Hale and Kelly, 1989.) At the national level, the findings do not reveal that the United States is an international leader or a particularly good model in promoting gender equity among the civil service elite. (Kelly, Rita Mae, et. al., 1991, p. 403). But the same authors point out that there is progress being made in including women in higher echelon jobs. (p. 402)

A good deal of literature in women studies has thus been generated focussing several problems, issues and challenges women are facing in their work place as managers, executives or administrators. (Mohapatra, Urmila K. 1991). But lesser attention has been paid on the administrative values of women administrators, particularly in state personnel systems. Values of administrators necessarily constitute an important research interest. Brint (1985), Daniel and Rose (1991), Mohapatra (1990), Nalbandian (1983), Posner and Schmidt (1984) had made intensive research on the values of American administrators at federal, state and local levels. However, there is the dearth of comprehensive study on the values of women state public administrators which need more probe to the study of professionalization and competencies of the

women elites in state administration. It appears that there is the need to conduct more research on the significant differences in the administrative values of both male and female public administrators at the state level of the United States. This has prompted the present researcher to undertake this particular problem of gender-variation in the values of state administrators of fifty states of the United States of America.

CHAPTER II

WOMEN IN AMERICAN STATE ADMINISTRATION

One of the most encouraging, important and persistent quests of gender studies in public administration today is to develop the representative character and the related status occupied by women in administration. If bureaucracy is to be made representative with the goal of achieving social equality, female parity at all levels in public organizations is to be attained. This is the aim of the government and the mission of some of the feminist movements of the twentieth century, but it still remains an unrealized goal. Gone are the days of the 19th century, when the public service was exclusively a male domain and when the government employer could easily prohibit a woman with necessary qualifications from entering into the administration (Aron, 1987). The notion of democracy was based on gendered assumptions (Phillips, 1991) and the government was structured to deny women power.

A lot of changes has taken place in the American society during this one century. The traditional concept of women's life as housewife has changed and a number of women have entered the workforce, may be due to economic necessities and social pressures. Legislation and governmental action have also accelerated this process. The Civil Rights Act of 1964 corrected by the Second Executive Order 11375 in 1968 marked a milestone for women's employment in the federal government services by prohibiting job discrimination on the basis of sex. The Second Order made in the context of women's employment in the workforce clarified that the contractor will take affirmative action to ensure that applicants are employed, and the employees are treated during employment, without regard to their race or color, religion, sex or natural origin. The guidelines on sex discrimination proposed by the Office of Federal Contract Compliance said, "written advertisements should be designed to attract women by specifically inviting them to apply for those jobs where they are not typically represented." "Affirmative Action should include a careful examination of the company's work-need so that these women may not be excluded from job opportunities" (Stimpson, 1973). The Equal Employment Opportunity Act, 1972 amended the Civil Rights Act of 1964 by bringing within its coverage state and local governments, governmental agencies, political subdivisions, and any governmental industry, business, or activity (Grossman, 1973). Hence, women's entry into governmental jobs took a notable right turn with considerable presence of women in public services. By the mid-1980s, it had become acceptable for women to fill clerical positions in the public services (Van Riper, 1976). The Hudson Institutes Workforce 2000 study points out that the social composition of the national labor force is becoming increasingly populated by women.

In terms of the total number of women hired in the United States by both government and private agencies, at least, the public sector at state level is as close to being a model employer. Table No. II:1 presents a picture of women's entry into the state public services.

Table No. II:1

GENDER-WISE POPULATION IN STATE GOVERNMENT ADMINISTRATION

FULL TIME EMPLOYMENT			
Job Categories	**Male**	**Female**	**Total**
1. Official/Administrators	70.9 (57210)	29.0 (23473)	100 (80683)
2. Professionals	51.1 (33725)	48.8 (323016)	100 (660641)
3. Technicians	53.4 (101715)	46.5 (88634)	100 (190349)
4. Protective Service	84.6 (220859)	15.3 (40002)	100 (260861)
5. Para-professionals	28.4 (58490)	71.5 (147136)	100 (205626)
6. Administrative Support	12.5 (45851	87.4 (318292)	100 (364143)
7. Skilled Craft	94.7 (119777)	5.2 (6590)	100 (126367)
8. Service Maintenance	66.6 (111661)	33.3 (55913)	100 (167574)
Total Full Time	51.2 (1053188)	48.7 (1003056)	100 (2056172)

PART-TIME EMPLOYMENT			
Job-Categories	**Male**	**Female**	**Total**
1. Official/Administrators	57.9 (3408)	42.0 (2475)	100 (5883)
2. Professionals	42.4 (23068)	57.5 (31233)	100 (54301)
3. Technicians	45.6 (11437)	54.3 (13619)	100 (25056)
4. Protective Service	75.7 (10790)	24.2 (3456)	100 (14246)
5. Para-professionals	31.5 (8289)	68.4 (17945)	100 (26234)
6. Administrative Support	23.4 (13541)	76.5 (44238)	100 (57779)
7. Skilled Craft	78.3 (4816)	21.6 (1327)	100 (6143)
8. Service Maintenance	56.1 27455)	43.8 (21416)	100 (48871)
Total Part-Time	43.1 (102804)	56.8 (135709)	100 (238513)

NEW HIRES			
Job Categories	**Male**	**Female**	**Total**
1. Officials/Administrators	58.2 (2691)	41.7 (1932)	100 (4623)
2. Professionals	44.3 (26996)	55.6 (33871)	100 (60867)
3. Technicians	49.4 (9277)	50.5 (9490)	100 (18767)
4. Protective Service	71.1 (27238)	28.8 (11060)	100 (38298)
5. Paraprofessionals	36.2 (12835)	63.7 (22599)	100 (35434)
6. Administrative Support	17.7 (9106)	82.2 (42180)	100 (51286)
7. Skilled Craft	77.9 (7178)	22.0 (2029)	100 (9207)
8. Service/Maintenance	63.6 (1526)	36.3 (8709)	100 (23970)
Total New Hires	45.6 (110582)	54.3 (131870)	100 (242452)

* New hire counts include only permanent Full-Time Employees.

Source: United States Equal Employment Opportunity commission 1990 State Government Information (EEO-4) survey. Data summarized by Prof. J. Scott McDonald, Asst. Professor of Public Policy and Administration, Jackson State University (U.S.A.) further selected and tabulated percentwise by the present researcher.

"Why so few women in state administrative jobs?" is no longer the question for the scholars of the gender-based studies, because it is found that on the case of new hires, who have entered the job on the basis of merit, the women's number (54.3%) outweighs that of the male population (45.6%). But if we take the case of full-time employment personnel, the picture of gender is somewhat different. The male administrators constitute 51.2% and the female administrators constitute 47.7% of the total administration population. This shows that gender does not count when merit appointment is being done. But when political factors intrude upon the scene, gender-discrimination works seriously. This shows that it is the politicians who make gender discrimination in administrative jobs. Why so? Because, as researchers have found out politicians have lesser trust and confidence in women administrators than in the male administrators. Male persons, as it is found, devote much time and energy with deeper involvement in politics in comparison to female persons (Gay, 1994; Jaquette, 1974).

Further, when we compare the number of male and female employees in part-time employment of the state government, the reverse becomes the case. The women employees (56.8%) are larger in proportion by 14% than the male employees. This may be due to the reason that women prefer to remain as part-time employees as they have to combine both paid work and home-load and therefore, they want to opt for flexible work schedule of part-time job. On the same argument, the employers also prefer to recruit women for more part-time jobs than for the full-time jobs. Hence, gender-variation in employment is but natural and sometimes necessary even at the government level.

However, it is significant to note that after thirty years of the enactment of Civil Rights Legislation and the opening of the door for the women entry into workforce, jobs are still specified as "male jobs" and "female jobs." The Federal Glass Ceiling Commission (1991) found that, women are still concentrated in traditionally female positions, typically pink-collar or staff jobs (such as human resources, corporate communications and community relations) rather than the line jobs that are the usual corporate paths to advancement (Women Worker, October 1995, p. 43.) Stivers (1993) shows that welfare agencies are filled with women and highway departments are filled with men. Diamond (1987) also pointed out that women were more likely to be employed in female jobs such as, health, human services and education. In 1967, 49% of men and 42% of the women in federal white-collar employment labored in occupations where at least 95% of their co-workers were of the same sex (Lewis and Emmert, 1986). The Civil Service strongly differentiates "men's work" from "women's work." Because men's work pays much better than women's work, even when skill and educational requirements of the jobs and characteristics of the workers are very similar (Paula, Chassie and McCormack, 1982, referred by Cornwell and Kellough, 1994).

The situation has not changed even today. From the Table II:1, it is inferred that in full-time employment of state governments, the male persons are more fitted into the categories of jobs, such as officials, protective service, skilled crafts and service maintenance in respect to which a great discrepancy is noticed between the number of male and female employees. While 71% of the male employees occupy the administrative jobs, only 29% of the females are fitted into the same job. Similarly, in protective service jobs while 84.6% are male persons, 15.3% are females. In skilled craft jobs, 94.7% of the total employees are the males, while females constitute only 5.2%. Again, in service-maintenance jobs while male persons constitute 66.6% of the work-force, the female work-force in this category of job is only 33.3%. This shows job-specification on gender basis on the assumption that women are incapable of doing these jobs, may be, because of their physical weakness, because of lack of proper professional socialization or because of the deep-rooted gender-biased conception that females are less competent, less efficient, less skillful and lacking in managerial styles. Gender-based job specification still holds good when the job

categories such as para-professional and administrative support become female-domain as is found in Table No. II:1. The reason is that in these two types of jobs, as it is presumed, women can work better than men because of their feminine qualities. Hence, gender-variation is very much evident in the state administrative jobs, but it calls for further probe whether women prefer to accept those kinds of jobs in lieu of the other jobs or the state governments as employer indulge in discrimination in hiring women with requisite qualifications only for female-specified jobs and not for jobs hitherto regarded as masculine jobs. But it can be well inferred that horizontal mobility on gender basis in state services is marginal which also in turn affects the salary and upward vertical mobility of the women public personnel.

Another issue that emerges from the specified jobs for women in administration is the pay structure in which they are being fitted. Lewis (1986) pointed out that there is great discrepancy in the salary income of men and women personnel in jobs. Even if the Equal Pay Act is in vogue since 1963, women employees, despite their higher education, paid less than their male counterparts. This happens because of the fact that women are often relegated to working in lesser valued jobs that fetch lower wages. In such cases, male-female earning gap is attributable to occupational sex-segregation. This was also the finding of the Kentucky Committee for Program Review and Investigation. This committee reported that there was a "gender gap" among state employees as men were paid more on the average than women; but this was due to "occupational segregation", because women held mostly lower-paying clerical jobs. In a major decision a federal District Court (1983) found the "gender gap" in Washington State pay scales to be "direct, overt and institutionalized" discrimination against its female employees under the Civil Rights Act. The concept of comparable worth was the key, as evidence showed that women were paid less than men in comparable jobs. (American Federation of State, County, Municipal Employees et. al. v. State of Washington et. al. 1983). In a later decision the federal judge ordered the state to take immediate steps to raise the pay of 15,000 female state employees retroactive from September 1979 (Purcell, 1984). However, by the later 1980s, the inequality had not changed substantially and the wage gap persisted, with women earning $.65 for every $1.00 that men earned (Guy, 1993). A 1993 study of 439 top female executives by executive-recruiting firm Korn/Ferry International found that while women in the study had doubled their salaries in 10 years, to an average of $187,000, they still took home a third less than male executives in comparable positions. What is more, 27% of the respondents listed "being a woman/sexism as the greatest career obstacle" (Working Woman, October 1995).

What is the female's position in high-level decision-making bodies in public services? Meredith Ann Newman (1994) had pointed out that many years have elapsed since the passage of EEO and AA legislation, yet women continue to be under represented at the top of the organizational hierarchy. She further writes, although block equality has been achieved; segmented equality in upper-level management positions in state governments remains elusive. "Women continue to be compressed into the lower levels of public agencies, and concentrated into traditionally defined "female type" occupations, in other words, under glass ceilings and within glass walls" (p. 277). During the 1980s the term "glass ceiling" was coined to describe the subtle barriers that block the advancement of women (and minorities). The Federal Glass Ceiling Commission was convened in 1991 to study discrimination in the workplace. The Commission found plenty of evidence to suggest that barriers to women's advancement still existed - and not only at the executive level. Similarly, this 1995 Summer's White House review of federal affirmative-action programs found that while women make for 35% of the federal professional workforce, they hold 86% of the clerical jobs (Working Woman, October 1995, p. 43).

Equal Employment Opportunity and Affirmative Action are responsible for bringing more women into profession. But these provisions are being abused. Martha Quintanilla Hallowell,

Assistant District Attorney, Dallas expressed her view in Working Woman, October 1995, that she was hired by the Dallas County Attorney's Office under an affirmative-action grant. She might still be waiting. But, because of it, people often assume that she was not qualified, and she resented that. She concludes that discrimination still exists in the workplace.

Of course, the challenge for women, in 1990's has been shifted from their entry into public services to their mobility to jobs in the upper levels of administration, since only about and one in four supervisors, one in ten executives in the federal bureaucracy are women (Office of Personnel Management, 1991 quoted by Naff, 1994). Even federal policy-makers are realizing that a glass-ceiling does exist in the form of informal policies and practices that have unintentionally prevented women from receiving equal consideration for top level jobs (Naff, 1994). Naff concludes that women still held over 80% of the clerical jobs, but their entry to top jobs is only 11%. This is because of the fact that there is a smaller numerical base of women eligible for promotion. However, Bullard and Wright (1993) point out that 20% of executives in state governments are women. Kelly et. al. (1991) in their study of seven states point out that even if there is variation of women executives in number in these states, it is within the range of 13% in Arizona Civil Service to 20% in Texas. Lewis (1990) points out that although women fill 46% of federal white-collar jobs, they hold only 15% of GM-13 to GM-15 positions (quoted by Newman, 1994, p. 277). U.S. Merit Systems Protection Board, 1992 supplies the statistics that at the top of the federal government hierarchy, women hold only 12% of the senior executive service positions. In the present study (Table No. II:1) it has been demonstrated that in the state government administration while 71% of male have climbed to the position of administrators, only 29% of women obtained that position. In case of the 'new hires', however, the position is some-what better, as 58.2% of administrators are male and 41.7% are female. Even if segmental parity in case of top level management has not yet been achieved, the path for it has become progressive and encouraging and projections show that women will continue their climb into decision-making posts to prove their expertise, leadership and managerial skill for rendering the public service no more a masculine enterprise.

Chapter - III

STATE ADMINISTRATORS AND POLITICAL ACUITY: SEX DIFFERENCE

It has been suggested by a number of studies (Rose, 1977; Vinack, 1952; Mohapatra, et. al. 1990) that attitudes for or against certain ideas, institutions, organizations and behavior have perceivable impact upon the attitudes for or against certain other ideas, institutions, organizations and behavior. In this sense, political acuity and professionalism in administration are blended together. Acumen or orientation towards political power, process and institutions forms one of the major components of administrative values.

Miller (1994) has rightly pointed out that political neutrality has never been a good description of the role of public administration, and as an ideal it is also losing favor. One century back, Woodrow Wilson in his classic article "The Study of Administration" (1887) , expressed his views about the political neutrality of the administrators. But this theory does no more hold good as politics and administration have been inextricably linked and politico-administration dichotomy has become a myth as it is but natural for the administrators to take interest in political developments of the country. In theory, administrators are autonomous, shielded from the "rough and tumble" of political life and free to apply principles of resource optimization neutrally in the management of the public sector. (Koven, 1992). But in practice, public administrators cannot remain aloof fully from the development of politics as they are the policy activists. They have to resolve conflicts; maintain discipline; take decisions; do strategic planning; set goals; initiate,

coordinate and implement policies as part of their activities in the policy network. Hence, acumen or orientation towards political power, process and institutions forms one of the major components of administrative values. The analysis given by Osborne, Rose, Woods, Bugbee and Mohapatra (1994) suggested that the professional level was dependent, for the most part, on the political acuity level. That is, an individual became more politically acute, he/she tended to believe that public administration was, in fact a profession.

The term "political acuity" was used by Christopher Daniel and Bruce J. Rose in the article on "Blending Professionalism and Political Acuity: Empirical Support and Emerging Ideal (1991)." The authors concluded that managers can value both political acuity and public administration professionalism. An effort to better understand this phenomenon, a further study was made by Bruce J. Rose and M.K. Mohapatra (1993) in the research paper on "MPA Graduates' Views About MPA Curriculum And Political Acuity."

In the present analysis, a maiden effort has been made to find out to what extent male and female administrators differ in their orientations toward political factors or environment and institutions. On the basis of the concept as developed by Daniel, Rose and Mohapatra, the present researcher seeks to organize the political acuity factors into four dimensions with twelve variables.

*FACTOR ONE (POWER DIMENSION)
Legislators and their views
Elected executives and their views
*FACTOR TWO (PROCESS DIMENSION)
Election Voting Patterns
Public Opinion Poll Results
*FACTOR THREE (POLICY DIMENSION)
Specific Policy Issues
Minority Groups and their views on policy issues
Foreign Affairs
Federal Grant Programs
*FACTOR FOUR (POLITICO-ADMINISTRATIVE DIMENSION)
Political Pull
Democratic Principles
Public Opinion
Political Requests

Orientation towards elections and public opinion affect the administrative behavior, though indirectly, but in an important way. In U.S.A. with the formations of the new government, major changes take place in the administrative organization

Table No. III:1

POLITICAL ACUITY OF STATE ADMINISTRATORS BY GENDER*

Selected Indicators	Percent Saying "Very Important"		
	Male	Female	All Administrators
1. Election voting patterns	13.2 (534) (N = 4029)	17.3 (299) (N = 1723)	14.5 (833) (N = 5752)
2. Public opinion poll results	17.1 (695) (N = 4053)	21.4 (372) (N = 1732)	18.4 (1067) (N = 5785)
3. Legislators and their views	56.6 (2309) (N = 4075)	63.7 (1119) (N = 1754)	58.8 (3428) (N = 5829)
4. Elected executives and their views	59.4 (2416) (N = 4067)	62.2 (1091) (N = 1753)	60.3 (3507) (N = 5820)

* The N-size under different categories varies due to the exclusion of non-response cases.

* Survey question: As a state public administrator, how important do you believe it is to deep currently informed of the following?

The above table indicates that the public administrators are casual towards the election pattern and public opinion poll results. They do not consider these two political issues as very important. In both the cases, the percentage of respondents considering the above two political factors as "very important" are only 14.5% and 18.4% respectively. However, political acuity of administrators is greater when they are eager to be informed of the legislators and their views (58.8%) and of the elected executives and their views (60.3%). Hence, even if the process dimension of political acuity of the administrators is very marginal, the power dimension is quite significant.

Sex-difference data of this table indicate that compared to male administrators, more female administrators are aware of the election voting patterns, public opinion poll results, legislators and their views and elected executives and their views. Hence, political acuity of women administrators is more than that of the male administrators. This statement defies the apolitical status of women as established by many earlier theories (Duverger, 1955; Amundsen, 1971; Iglitzin, 1974) which viewed politics as a male activity. To them, men virtually monopolize the high status positions of decision-making and formulation of goals in the major economic, political and cultural institutions of society. For many years, theory and research in political socialization indicated that females at every level of their development were less interested in politics and less politically knowledgeable than their counterparts. It was argued for years that female political attitudes were shaped by early socialization, which stressed conforming to a non-political or passive role (Hepburn, Napier and Krieger, 1988, p. 6). But these views are no longer tenable in the light of our analysis of the data presented in Table No. III:1.

Table No. III:2

POLICY COMPETENCE OF STATE ADMINISTRATORS IN TERMS OF AWARENESS*

Survey Question	**Response Categories**	**Male Percent (N = 4073) (69.9%)**	**Female Percent (N = 1755) (30.1%)**	**Total (5828) (100%)**
1. As a state public administrator, how important do you believe it is to keep currently informed of the specific policy issues, e.g. educational economic, development, environmental?	Not Important	.7 (29)	.6 (10)	.7 (39)
	Not Very Important	4.5 (185)	3.0 (52)	4.1 (237)
	Important	37.4 (1522)	27.8 (488)	34.5 (2010)
	Very Important	57.4 (2337)	68.7 (1205)	60.8 (3542)
	Response Categories	**Male Percent (N = 4064) 69.9**	**Female Percent (N = 1752) 30.1**	**Total (5816) 100%**
2. How important do you believe it is to keep currently informed of the minority groups and their views on policy issues?	Not Important	3.8 (153)	1.7 (30)	3.1 (183)
	Not Very Important	20.2 (820)	11.5 (202)	17.6 (1022)
	Important	52.5 (2132)	50.0 (876)	51.7 (3008)
	Very Important	23.6 (959)	36.8 (644)	27.6 (1603)
	Response Categories	Male Percent (N=4071) 70.0	Female Percent (N=1744) 30.0	Total (N= 5815) 100.0
3. How important do you believe it is to keep currently informed of the foreign affairs involving the U.S.?	Not important	22.0 (897)	14.3 (249)	19.7 (1146)
	Not very important	43.6 (1776)	39.2 (683)	42.3 (2459)
	Important	28.0 (1139)	36.9 (644)	30.7 (1783)
	Very Important	6.4 (259)	9.6 (168)	7.3 (427)

Survey Question	Response Categories	Male Percent (N= 4072) 69.9	Female Percent (N= 1754) 30.1	Total N=5826 100.0
4. How important do you believe it is to keep currently informed of the federal grant programs?	Not important	6.7 (272)	3.9 (69)	5.9 (341)
	Not Very Important	22.3 (908)	17.6 (309)	20.9 (1217)
	Important	40.6 (1654)	38.7 (679)	40.0 (2333)
	Very Important	30.4 (1238)	39.7 (697)	33.2 (1935)

* The N-size under different categories varies due to the exclusion of non-response cases.

The state administrators must be aware of the policy issues, they are the implementing authorities. Hence four related policy questions were asked to the respondent administrators and the responses are tabulated in Table No. III:2. Foreign affairs related policies are as important as the public welfare policies. But a large number of total administrators (62%) do not think it as a major policy concern. However, gender-variation analysis shows that women administrators (46.5%) in a larger number than the male administrators (34.4%) believe that it is important to be informed of the foreign affairs involving the United States.

Federal government grant programs constitute another important area of policy concern, as federal grant policy affects the state administrative machinery to a great extent in implementing the welfare programs. In this policy dimension it is found that women administrators (78%) in greater number than the male administrators (71%) believe that it is important to keep currently informed of the federal grant programs. Hence, the policy orientation in this particular dimension of women administrators is more than that of the male administrators. The twentieth century state is a welfare state. To make and implement welfare policies are the responsibilities of the legislators as well as of the administrators in the modern state. Hence, it is the primary job responsibility of the administrators to be informed of the welfare policies. There may likely be a link between gender and policy-preferences. In the above table, the state administrators in general (95.3%) believe that it is important to be informed of the welfare policies. But sex-difference analysis shows that the women administrators in larger percentage (68.7%) than that of the male administrators (57.4%) feel that it is very important to be aware of the welfare policies like educational, economic, development and environmental policies.

Minority groups like the African-American, Hispanic, Native-American, Asian or Pacific also constitute an important segment of the American citizenry. Hence, in making and implementing policies, these minority groups and their views cannot be ignored. The administrators must be aware of the minority groups and their views on policy issues. Table No. III:2 indicates that only 27.6% of the total administrators believe that it is very important to keep currently informed on the minority groups and their views on policy issues. But sex-difference analysis shows that women administrators in greater number (36.8%) than the male administrators (23.6%) believe that it is "very important" to be aware of the minority groups and their views on policy issues. Thus, identifying these four policy areas, it is found that policy-competence dimension of the women administrators is more than that of the male administrators.

TABLE III:3
INTERACTION BETWEEN ADMINISTRATION AND POLITICS: VIEWS OF ADMINISTRATORS BY SEX VARIATION*

Selected Indicators	Percent saying "Strongly Agree"		
	Male	Female	All Administrators
1. Political pull is important for government agency to help a private citizen with the services provided.	8.5 (337) N = 3948	10.1 (173) N = 1707	9.0 (510) N = 5655
2. Democratic principles cannot be applied in dealing with employees of government agencies.	2.7 (107) N = 3911	1.9 (33) N = 1683	2.5 (140) N = 5594
3. Government agency officials should care about public opinion.	55.6 (2196) N = 3947	60.0 (1026) N = 1710	56.9 (3222) N = 5657
4. Officials should be responsive to the requests of state legislators about problems of their constituents.	32.6 (1287) N = 3942	29.7 (506) N = 1700	31.7 (1793) N = 5642

* The N-size under different categories varies due to the exclusion of non-response cases.
* Survey question: Here are some statements that have been made about the working of the government agencies in the U.S. Please indicate the extent to which you agree or disagree with each of them.

Administration and politics very often intersect as well as overlap each other. It is difficult to make a watertight division between the two. Sometimes, politics overrule administrative principles. The activities of state administrative agencies are nonetheless important in state politics because their involvement in policy process extends far beyond "administration. (Richard C. Elling, 1983). In this study, four variables, namely, political pull, democratic principles, public opinion and the requests of the legislators are selected as indicators to know the views of state administrators on the interaction between administration and politics. Of course, only 9% (Table No. III:3) of all the administrators strongly agree with the view that political pull is important for government agency to help a private citizen with the services provided. Also, only 2.5% of all administrators strongly agree with the view that democratic principles cannot be applied in dealing with employees of government agencies. They believe that bureaucratic principles and administrative laws should not be overruled by the democratic norms. Hence, in these two cases administrators view that administration should remain free from politics and in this view-statement there is no substantive sex-differentiation.

However, politics may interfere in administration, when a state legislator makes some request to the administrator about the problems of their constituents and in this case the officials cannot remain indifferent. This may be due to the situational necessity of coherence between the political and administrator as both are responsible for delivery of goods and services to the people. The Table No. III:3 shows 31.7% of all administrators "strongly agree" with the view that officials should be responsive to the requests of state legislators about problems of their constituents. In this case the male administrators (32.6%) are slightly more in number than the female administrators (29.7%). This shows that women administrators are less inclined toward the requests of political men than the male administrators. This may be due to the difference in

pre-professional socialization on gender basis. However, greater percentage of women administrators (60%) compared to that of the male administrators (55.6%) strongly agree with the view that government agency officials should care about public opinion. The women administrators believe that they may turn down the request of the legislators but they cannot remain indifferent and callous to public opinion as administrative services and goods are to be delivered to the people. This sex-differentiation may be due to the feminine nature and family socialization of the women, as a result of which, women administrators are more compassionate to the needs of the people and are more service-oriented than the male administrators.

To conclude, women administrators are in no way less than the male administrators in possessing political values. Rather, in some dimensions of political acuity, they exhibit of possessing more of it than their counterparts in administration.

CHAPTER - IV

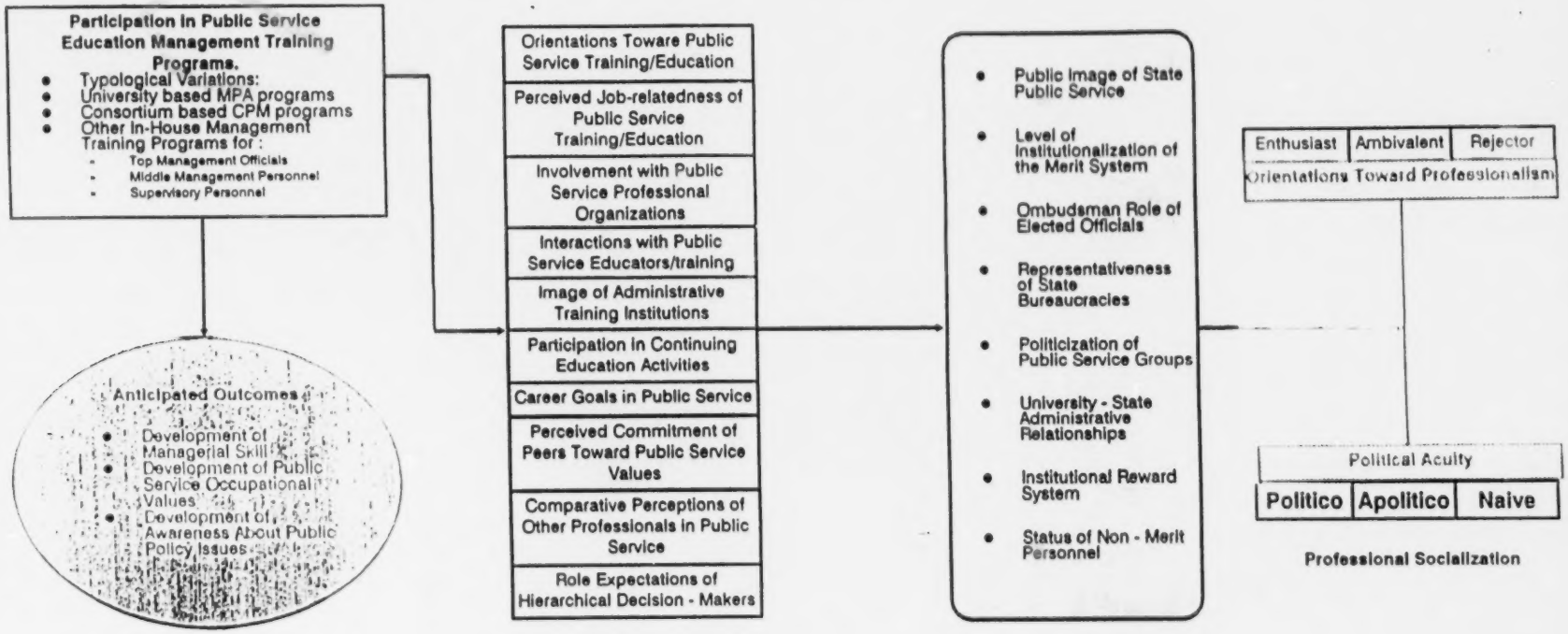
PROFESSIONAL EFFICIENCY AND GENDER VARIATION

Administrator's jobs are not straight-jacketed, rather their range is widespread with no specifications as they have to implement public policies and to deliver public services to the citizens. They engage themselves in a wide variety of work to the top-level decision-making. Elling (1983, p. 244) writes that the responsibilities of state bureaucracies often range, literally from A (agriculture, aviation) to Z (zoos). Hence, there is the need of professionalism in administrators who can be capable enough of doing wide-range administrative jobs with efficiency, which of course, will enhance the power potential of state bureaucracies.

Lee Sigelman (1976, p.110) identified at least four ingredients of state administrative quality, namely, expertise, information processing capacity, innovativeness and efficiency as standards of the "professional" quality of administration that represent "good management" standards of operation which could be applied to all organizations, public or private. However, in a recent working paper, Professor Siegrun Fox's analysis (1991) suggests that the term "Professionalism" has acquired different meaning over the years. For example, Putt and Springer (1980) found professionalism in emphasizing the value of "self-direction" and "self-control" as fundamental. Murray's survey of public administration (1976) identified writing and oral communications as the main tenets of professionalism. Saucer and Smith (1983) attempted to define empirically public sector professionalism and have identified five underlying dimensions of public sector professionalism-- special skills, expertise, administrative duties, freedom from political interference and professional idealism. Daniel and Rose (1991), with the help of empirical analysis, identified three factors as the indicators of professionalism. These factors are education, continuing learning and involvement with professional organizations. Mohapatra and colleagues (1990) have identified the characteristics of public administration professionalism through three dimensions, namely, institutional dimensions, self-perception/attitudinal dimensions and public perception dimensions. With the support of all these studies, the present researcher seeks to analyze the professional efficiency of the state administrators with gender variations by identifying two main factors with six variables.

Figure 5

State Administrators' Orientations Toward Public Service Professionalism: A Conceptualization of Research Variables*


Participation in Public Service Education Management Training Programs.
Typological Variations:
University based MPA programs
Consortium based CPM programs
Other In-House Management Training Programs for :
Top Management Officials
Middle Management Personnel
Supervisory Personnel
Anticipated Outcomes
Development of Managerial Skill
Development of Public Service Occupational Values
Development of Awareness About Public Policy Issues
Orientations Toware Public Service Training/Education
Perceived Job-relatedness of Public Service Training/Education
Involvement with Public Service Professional Organizations
Interactions with Public Service Educators/training
Image of Administrative Training Institutions
Participation in Continuing Education Activities
Career Goals in Public Service
Perceived Commitment of Peers Toward Public Service Values
Comparative Perceptions of Other Professionals in Public Service
Role Expectations of Hierarchical Decision - Makers
Public Image of State Public Service
Level of Institutionalization of the Merit System
Ombudsman Role of Elected Officials
Representativeness of State Bureaucracies
Politicization of Public Service Groups
University - State Administrative Relationships
Institutional Reward System
Status of Non - Merit Personnel
Enthusiast
Ambivalent
Rejector
Orientations Toward Professionalism
Political Acuity
Politico
Apolitico
Naive
Professional Socialization
Independent Variables
Mediating Variables
Contectual Variables
(State Agency Administrative Culture)
Dependent Variables

*Model developed by Osborne, Jr., Rose, Woods, Bugbee and Mohapatra (1994) in Management Training and Public Service Education as Correlates of Orientations Toward Public Service Professionalism Among State Administrators in the Fifty States (unpublished report) Research Center for Public and International Policy, Frankfort, Kentucky.

BEST COPY AVAILABLE

* Factor One (Need-based Professionalism)
  Continuing Education
  Training
  Membership of the Professional Bodies
  Attendance in the professional seminars, and conferences

*Factor Two (Professional Behavioral Attributes)
  Skill Orientations
  Public Service Values

Sometimes, the administrators are recruited to administrative posts without necessarily possessing any degree in public administration. Public administrators also need not have continuing education through training or attending seminars. Even, they may not be socialized through membership of professional bodies. But these ideas do no longer hold and administrators usually want to be professionally efficient through professional socialization process. Osborne, Cassie, Jr. and his colleagues (1994, p. 9) very rightly point out that in most public management settings an administrator is not required to have specific degrees or courses in the field of public administration in order to be recruited as a professional public administrator. Nor is membership in a professional organization mandatory for a person desiring to become as an administrator. But at the end of their study, they concluded that these conventional attributes of an American administration professional have undergone a change and there is more of professional socialization in job for efficiency and competency of an administrator.

Professional socialization, though a complex process, is defined as the process through which employees aligned with various disciplines gain specialized knowledge relevant to their professions; become cognizant of the ethical norms related to their day-to-day organizational behavior, and develop an identification with their peer group. (Blankenship, 1977; Osborne, et. al. 1994)

To begin with, education, particularly, the qualifying degree in public administration should have a measurable impact on the professional values of administrators. Table No. 2 showing educational profile of administrators exhibit that the percentage of women degree holders is more than that of the men in state administration. But this has got less career value in administration when gender phenomenon is working so vehemently. The question that naturally arises is even if the women are more qualified educationally that the men, why there is the less representation of women compared to that of men in state administration? Hence, stereotyped gender role of women is outweighing the educational qualification in a male-dominated sphere of state administration. Even though a good deal of change has taken place in American society within past seventy-five years since grant of franchise right to women, very little change has taken place with regard to the administrative job positions of women. Guy (1993, p. 287) rightly pointed out that even if women have more education, they are appointed in lower echelons and they earn less income than the male persons. However, it can well be said that if education is one of the indicators of professionalism in administration, women are in no way less; rather they are

more professional than the male administrators.

Educational degree is to be supplemented by the participation of the public administrators in the elective courses and training activities for professional socialization of the administrators. Training is always considered as an institutional agency of the professional socialization process for the public administrators. In-service training also focuses on developing managerial skills and leadership qualities among in-service state administrators. Osborne, et. al. (1994) reported that managerial training/education was positively associated with indicators of professional socialization of state public managers. Mohapatra and his colleagues (1989) suggest that an important correlation possibly exists between professionalism, training, and/or education. As much as, for the present researcher, the same interest persists to know the attitudes and involvement of the state administrators on gender basis in managerial training. It is obvious that professional behavioral attributes can be known through the attitude of administrators towards training and education which can be termed as need-based administrative professionalism.

Table No. IV:1
Administrator's Views On Training And Education--Sex Difference*

Response Categories	Gender		
	Male	Female	All Administrators
Strongly Agree	38.3 (1561)	44.2 (779)	40.0 (2340)
Somewhat Agree	48.5 (1978)	42.6 (751)	46.7 (2729)
Somewhat Disagree	11.6 (472)	11.9 (209)	11.7 (681)
Strongly Disagree	1.7 (70)	1.4 (24)	1.6 (94)
Total	100 (4081)	100 (1763)	100 (5844)

*Survey Question: "Public managers, regardless of their other educational background, need training and education in public administration." Please indicate the extent to which you agree or disagree with the statement.

Realizing the need of training and education, 87% of all administrators agree that public managers need training and education in public administration in order to have their professional efficiency in administration and management. As regards this opinion, there is no difference at all on sex basis. So the professional attribute of women administrators grounded in on-the-job

training coincide with that of the male administrators. But when the scaling is made, it is found that women administrators in larger percentage (44.2) than that of the male administrators (38.3) "strongly agree" with the professional need of training and education in public administration. To make this point more strengthened, real participation in training activities is to be noted.

Table No. IV:2
Management and Training Activities
Attended by Administrators on Gender Basis*

Number of Training Activities	Male	Female	All Administrators
0	27.4 (1059)	24.4 (407)	26 5 (1466)
1	18.9 (730)	16.8 (280)	18.3 (1010)
2	24.7 (954)	22.4 (374)	24.0 (1328)
3	8.5 (331)	10.5 (175)	9.2 (506)
4	8.6 (332)	9.6 (161)	8.9 (493)
5	3.4 (132)	3.7 (63)	3.5 (195)
more than 5	8.3 (321)	12.2 (204)	9.5 (525)
Total	100 (3859)	100 (1664)	100 (5523)

Survey Question: In the past two years how many elective management education/training activities have you attended?

The above table indicates that nearly three-fourths of the state administrators, realizing the importance of professional socialization through training and management education have participated in these activities. But sex-difference analysis shows female administrators in greater percentage have taken these trainings than the male administrators. Moreover, female administrators in greater percentage have taken up more number of training activities, such as, 3,4,5 and more than 5 courses than the number of trainings which male administrators have undergone. This necessarily shows more of professionalism of women administrators than that of the male administrators. However, it may lead to further research to find out whether these training programs are intended to achieve the three gender-related main objectives (Lewis and Fagenson, 1995), namely, (1) developing knowledge and skills necessary for effective leadership, (2) reducing negative prejudice against women, and, (3) helping women to advance into and through the ranks of management. However, Rusaw (1994) points out agencies have used training programs to close grade and pay gaps on the assumption that skills acquisition will make women more promotable. However, whether administrative training leads one to promotion in rank or not, administrators do attach a value to training for equipping them with effectiveness. Hence, value orientation toward training constitutes one of the variables of administrative efficiency.

Table No. IV:3
ADMINISTRATOR'S VIEWS ON THE VALUES OF TRAINING - GENDER VARIATION

Survey Question	Response Categories	Male	Female	All Administrators
How valuable was your training in increasing your effectiveness?	Very valuable	16.3 (525)	23.4 (320)	18.4 (845)
	Somewhat valuable	63.0 (2023)	58.7 (803)	61.7 (2826)
	Somewhat not valuable	19.2 (618)	16.5 (226)	18.4 (844)
	Not valuable	1.3 (43)	1.3 (18)	1.3 (61)
	Total	100 (3209)	100 (1367)	100 (4576)

On the question of evaluation of the effect of training, 80% of all administrators agree that training is valuable for increasing the effectiveness of the administrators. But sex-variation analysis shows that female administrators in more percentage (82.1%) than that of the male administrators (79.3%) support the view. Further, larger percentage of women administrators (23.4%) in comparison with that of male administrators (16.3%) opined that training is 'very valuable' for increasing efficiency in administration.

The job of public service is not static and stereotyped as frequent developments are taking place in public administration. Hence, to be familiar with the current developments in public administration is one of the need-based professional attributes of the public administrators.

Table No. IV:4

ADMINISTRATOR'S VIEWS ON THE KNOWLEDGE OF CURRENT DEVELOPMENTS IN PUBLIC ADMINISTRATION: SEX DIFFERENCE

Survey Question	Response Categories	Male	Female	All Administrators
"Public managers should be familiar with the current developments in public administration." Please indicate the extent to which you agree or disagree with the statement.	Strongly Agree	35.6 (1453)	42.1 (742)	37.6 (2195)
	Somewhat Agree	52.6 (2148)	46.0 (810)	50.6 (2958)
	Somewhat Disagree	10.7 (438)	11.2 (197)	10.9 (635)
	Strongly Disagree	1.0 (41)	0.7 (13)	0.9 (54)
	Total	100 (4080)	100 (1762)	100 (5842)

Barring 12% of the total administrators all the rest respondents in the survey support the view that public managers should be familiar with the current developments in public administration. So far as agreement to this view is concerned, there is no gender variation. But when ranking is given to the view, if is found that female administrators in more percentage (42.1) than that of the male administrators (35.6) "strongly agree" with the view and this indicates that professional efficiency of women administrators is more than that of the male administrators. Familiarity with the current developments in administration can be obtained through reading of professional journals and through peer groups of professional bodies.

Hence, education and training are supplemented with reading of professional journals, membership of professional associations and attending of professional seminars and conferences. Reading of professional journals makes the administrators aware of the emerging problems of the society, policies of the government and the demands and needs of the citizens. To subscribe a professional journal is itself an indicator of professional skill of the administrator as well as it has got an educative value for the administrator through professional socialization and acculturation. Acquiring a degree makes one qualified for the job, but continuous insight into the problems and needs of the insight into the problems and needs of the society through reading of professional journals make one professionally competent in job.

Table No. IV:5

SUBSCRIPTION OF PROFESSIONAL JOURNALS/PUBLICATIONS BY ADMINISTRATORS ON GENDER BASIS*

No. of Journals Taken	Male	Female	All Administrators
0	8.4 (328)	10.3 (175)	9.0 (503)
1	11.5 (449)	12.8 (217)	12.0 (666)
2	23.1 (899)	23.1 (390)	23.1 (1289)
3	8.0 (702)	17.4 (294)	17.9 (996)
4	13.1 (510)	12.5 (212)	13.0 (722)
5	9.2 (359)	9.2 (156)	9.2 (515)
More than 5	16.3 (635)	14.4 (244)	15.7 (879)
Total	100 (3882)	100 (1688)	100 (5570)

*Survey Question: How many professional journals/publications do you regularly subscribe to?

The above table indicates that barring a few (9.0%) all administrators subscribe and read professional journals in order to be acquainted with day-to-day problems and developments in administrations, in government as well as in society. The rank order data show that the maximum percentage of respondents (23.1%) of the male administrators and the same percentage of the female administrators regularly subscribe and read two professional journals. The gender-based analysis of the above data shows no significant difference between male and female administrators so far as subscription of professional journals is concerned. It is generally assumed that female administrators because of their duality of roles, one at home and the other at workplace, find little time and interest to read professional journals and this has been assumed as the cause of their slow mobility to upward career development and low professional efficiency in administration. But this has been falsified by the data given in the above table which states that there is no significant difference in the professional socialization through books and journals between the male and female administrators. If going through the journals regularly is one of the factors leading to professional efficiency, women administrators are in no way less than the men administrators. Hence, there is no efficiency barrier for upward mobility in case of women administrators.

Membership of professional associations and attending of related conferences are two indicators of professional attributes. The conventional wisdom seems to maintain that professional memberships are important tools in the struggle for administrative competency and efficiency (Hays and Kearney, 1992). Membership of the professional associations and attending the related seminars make the administrators acquainted with the day-to-day organizational behavior of their profession as well as help in developing a sense of commitment to the profession and an identification with an occupational peer group. Hence, these two factors constitute the agents of professional socialization process for the administrators. Therefore, it is pertinent to know the attitude of administrators toward membership in professional bodies and their attendance in related seminars.

Table No. IV:6
ADMINISTRATOR'S VIEWS ON MEMBERSHIP IN PROFESSIONAL ORGANIZATIONS: SEX DIFFERENCE

Survey Question	Response Categories	Male	Female	All Administrators
"Public managers should belong to one or more professional organizations that are concerned with public administration." Pleas indicate the extent to wh ich you agree o disagree wit n the statement.	Strongly Agree	12.2 (496)	15.2 (266)	13.1 (762)
	Somewhat Agree	41.2 (1680)	41.4 (726)	41.3 (2406)
	Somewhat Disagree	39.9 (1626)	36.1 (632)	38.7 (2258)
	Strongly Disagree	6.7 (273)	7.4 (129)	6.9 (402)
	Total	100 (4075)	100 (1753)	100 (5828)

On this point of membership, total administrators are divided. In total 54% of administrators agree about the professional need that public managers should belong to professional organizations. But sex-difference view is significant when women administrators in percentage (56.6) greater than that of the male administrators (53.3) support the view of belongingness to professional organization. Moreover, more percentage of women administrators (15.2%) than that of the male administrators (12.2%) 'strongly agree' with this professional attribute. Not only the women in larger percentage support this professional attribute, but also they, in larger percentage, are members of the professional bodies and they attend more professional seminars. This view can be extracted from the numerical data given in Table No. IV:7. One interpretation may be that women in administration need more professional socialization than their counterparts. The second interpretation may be that women, once enter the administrative job, perceive it in a more professional way and want for career growth through professional excellence and merit with greater interest than the male administrators.

Table No. IV:7
MEMBERSHIP OF PROFESSIONAL ASSOCIATIONS AND ATTENDANCE AT RELATED CONFERENCES/SEMINARS BY ADMINISTRATORS ON GENDER VARIATION*

Number of Associations/Societies Belong to	Male	Female	All Administrators
0	16.9 (660)	15.8 (267)	16.6 (927)
1	25.1 (977)	24.8 (419)	25.0 (1396)
2	28.5 (1111)	27.6 (467)	28.3 (1578)
3	15.1 (590)	16.6 (281)	15.6 (871)
4	7.3 (286)	7.7 (131)	7.5 (417)
5	3.8 (150)	3.5 (60)	3.8 (210)
More than 5	3.0 (119)	3.5 (61)	2.9 (165)
Total	100 (3891)	100 (1686)	100 (5577)
Number of Conferences Attended	Male	Female	All Administrators
0	8.2 (321)	7.9 (134)	8.1 (455)
1	9.6 (377)	8.9 (152)	9.5 (529)
2	17.4 (680)	17.0 (288)	17.3 (968)
3	12.7 (497)	13.4 (228)	13.0 (725)
4	17.1 (670)	14.4 (244)	16.4 (914)
5	7.8 (305)	8.2 (139)	7.9 (444)
More than 5	26.8 (1046)	29.9 (507)	27.7 (1553)
Total	100 (3896)	100 (1692)	100 (5588)

*Survey Questions

(1) How many professional associations/societies related to your job do you belong to?

(2) How many professionally-related seminars/conferences have you attended in the past two years?

The N-size under different categories varies due to the exclusion of non-response cases.

The above table indicates that 83.4% of total administrators are members of the professional societies, even if all of them do not believe in the vital necessity of belonging to professional associations as is seen in the previous table. But the percentage of administrators being the members of professional bodies indicates the importance of peer groups in professional socialization of administrators. The organizational behavior is to be learnt and that is done

through the membership of professional societies where peer groups become the socializing agents. Gender-variation study of this variable shows that the difference on the basis of sex is very minor, but, nonetheless, compared to the male administrators (83.1%) women administrators (84.2%) slightly excel in the percentage of membership of the professional associations. Along with membership women administrators in larger percentage (92.1%) than that of the male administrators (91.8%) attend the job-related conferences and seminars. Even 30% of women administrators attend more than five number of conferences, while 27% of male administrators attend such number of conferences. But this percentage variation may be due to the lack of proportional sex representation in response categories.

Skill in administration indicates professional efficiency of the administrators. These professional skills are acquired by training, reading journals, attending seminars and conferences etc. But, to what extent an administrator feels that training or workshops would improve his/her administrative skill is an indicator of his/her professional behavior as an administrator. The skills are identified as assertiveness, team building, stress management, presentation skills, professional image and negotiation techniques. This shows the perception of an administrator toward administrative professionalism. Administrative skill is needed not only for administrative efficiency in making and administering policies for the citizens, but also for the growth of professional career of an administrator.

Table No. IV:8
PROFESSIONAL SKILL ORIENTATIONS
AMONG STATE ADMINISTRATORS BY GENDER*

Selected Measures of Skill	Percentage Saying "Great Extent"		
	Male	Female	All Administrators
1. Assertiveness	11.8 (481) N=4058	18.4 (321) N=1742	13.8 (802) N=5800
2. Team Building	44.4 (1808) N=4071	54.5 (957) N=1753	47.5 (2765) N=5824
3. Stress Management	22.7 (924) N=4068	28.6 (501) N=1750	24.5 (1425) N=5818
4. Presentation Skills	38.8 (1580) N=4068	45.7 (801) N=1750	40.9 (2381) N=5818
5. Professional Image	22.1 (898) N=4060	23.0 (403) N=1748	22.4 (1301) N=5808
6. Negotiation Technique	36.2 (1477) N=4070	50.0 (879) N=1758	40.4 (2356) N=5828

*Survey question: Please indicate the extent you feel training in these areas would contribute to

your growth as a public manager.
The N-size under different categories varies due to the exclusion of non-response cases.

Assertiveness in making decisions and implementing them for the public is one of the organizational cultures in the growth of professionalism among the public administrators. It can be considered as a key factor in how an administrator performs on the job and in how people view that performance. Unless an administrator is assertive, it would be difficult for him/her to communicate his/her ideas, opinions and directions. Assertiveness in case of women administrators from gender perspective may be interpreted as anti-feminine quality of arrogance, but from the role point of view assertiveness in administration shows the forceful and dynamic personality of an efficient administrator. In our survey, it is found that only 13.8% of all administrators strongly support this view, of which 18.4% are women and 11.8% are men administrators.

Public administration heavily relies upon team work, as it involves the totality of the work with a wide range comprehensiveness not to be managed by a single administrator, but by the team of administrators. Quality management in administration emphasizes team work. Ten criteria that are critical to effective teams are suggested by Edward A Kazemek (1991). These are: (1) Team members understand and agree on the team's goals and objectives. (2) Conflict is dealt with openly and worked out in a constructive manner. (3) Leadership roles are shared among members. (4) Team members' resources are recognized and used fully. (5) There is open participatory communication among members. (6) There are procedures to guide team functioning and the members support these procedures and regulate themselves. (7) Approaches to problem solving and decision-making are well-established. (8) The team often experiments with different ways of doing things and encourages creativity. (9) The team regularly evaluates it functions and processes. (10) Members clearly understand their roles, responsibilities and degrees of authority. Hence, team building skill is one of the professional attributes for the administrators; and though 44.4% of male administrators support it strongly, notably larger is the percentage of women administrators (54.5%) who consider team building skill as very important.

Stress management has become a part of big business' daily agenda and likewise it has also become administrations' daily affair. When so many employees are involved, and so many objectives are to be achieved, it is but natural that public administration would create stresses for the administrators. How the administrators will make themselves relieved of the tensions arising out of these stresses in administration constitutes a big question mark for the administrators in general, and mor so for the women administrators in particular, because of the tradition-bound notion of inherent, feminine weakness of women. It is generally believed that women are less capable of managing the stresses than their counterparts. But in our survey as it is stated in the above table, it is found that larger percentage of female administrators (28.6) in comparison to that of male administrators (22.7) believe strongly that stress management is an administrative skill to be acquired by them for their growth as public managers.

Presentation expertise has been considered as the most critical communication skill needed

to move up in today's organizational environment. Presentation skill involves communication, direction and implementation of the work on the part of the administrators. In the above survey, it is found that larger percentage of women administrators (45.7%) as compared with the male administrators (38.8%) believe that training in the field of presentation skills would contribute to their administrative efficiency.

To create professional image through behavior, speech, manners and dealings is one of the skills of the administrators. Knoll and Tankersley (1991) point out that as the trend toward relationship selling grows, so will the importance of developing a clientele's personal and professional image. Image enhancement has emerged as a strategy to improve the quality of administration. In the above table, the gender variation on this skill attribute is not significant as 23.0% female and 22.1% of male administrators "strongly agree" with this attribute of administrators.

Administrative skill also calls for the knowledge of negotiation techniques which are offered by the managerial training. The administrators may face the need for negotiation with other administrators both at the top and bottom level while executing some policies. Osborne (1991) had mentioned six steps for effective negotiation with other persons affecting the system. These steps are: (1) Preparing, (2) listening, (3) reconciling, (4) specifying, (5) focusing, and (6) suggesting. In our survey, women in larger percentage (50 0%) compared to that of male counterparts (36.2%) emphasize much importance on the knowledge of negotiation technique in administration. This shows the variation in attributes from gender perspectives. While the women administrators, because they are women, think that training should provide them with negotiation techniques, the male administrators do not give so much importance to it. Osborne and his colleagues (1994) identified four of the public service values, politicized merit system and service to clientele as areas upon which professionalism tend to positively impact.

Development of public service values among public administrators has been considered as a significant element of public service education and training programs. Public service influences the development of administrative efficiency of the public administrators. The researchers (Moore, 1977; Thompson, 1978) do not directly suggest that public service values of administrators are likely to impact the role perceptions of public administrators or that they influence their actual day-to-day administrative behavior in diverse public agency settings. Nevertheless, the work of these scholars suggests the need to establish a conceptual framework for studying public service values of public administrators (Buchanan, Singer and James, Lula 1992).

Public service factors are too many to be counted. For the purpose of present analysis we have adopted only two value-oriented items, namely, (1) service to the people as a whole, and (2) service to the minorities and women. An attempt has been made to point out gender-difference behavior, it any.

Table No. IV:9
SERVICE ORIENTATION OF THE ADMINISTRATOR ON GENDER BASIS

Item Survey	Response Categories	Male	Female	All Administrators
Government agencies should provide high quality services to their clients.	Strongly Agree	87.6 (3536)	89.5 (1555)	88.2 (5091)
	Somewhat Agree	11.8 (478)	10.0 (174)	11.3 (652)
	Somewhat Disagree	0.5 (22)	0.4 (7)	0.5 (29)
	Strongly Disagree	.0 (2)	0.1 (1)	0.1 (3)
	Total	100 (4038)	100 (1737)	100 (5775)

Almost all the administrators (99.4%) have a high level of service orientation as they agree with the view that government agencies should provide high quality services to their clients. On this point there is no sex-different views. But when level of agreement comes in question, it is found that a little larger percentage of women administrators (89.5%) in comparison to the male administrators (87.6%) have high level of commitment for delivering high quality of service to the people. But this difference is insignificant in context of the number of administrators, male/female, supporting the above fact.

Table No. IV:10
ATTITUDE OF MALE AND FEMALE ADMINISTRATORS TOWARD MINORITIES AND WOMEN'S EQUALITY

Survey Item	Response Categories	Male	Female	All Administrators
Government agencies should provide equal treatment to minorities and women.	Strongly Disagree	0.42 (17)	0.17 (3)	0.3 (20)
	Somewhat Disagree	1.14 (46)	0.86 (15)	1.1 (61)
	Somewhat Agree	15.05 (606)	7.51 (130)	12.8 (736)
	Strongly Agree	83.37 (3355)	91.44 (1582)	85.8 (4937)
	Total	100 (4024)	100 (1730)	100 (5754)

The government officials should take an attitude to provide social justice by providing equal treatment to minorities and women. It is for the administrators to see that minorities and women should get equal treatment with the majority and male persons under the policies of EEO and AA. As public service agents the administrators should have high level of commitment for providing equal treatment to minorities and women. This is very much clear in the above table when barring 1.4% of the total administrators, all other respondents agree with the responsibility of the government to provide equal treatment of minorities and women. This establishes that women are not being discriminated even by the male administrators when there is the question: who gets what? The gender analysis of this table exhibits that the women administrators are no more in a dilemma (Guy 1993, p. 289); rather they respond too directly to the expectations of the group that they represent as 91.4% of the female administrators "strongly agree" with the statement that government agencies should provide equal treatment to minorities and women. This response percentage is greater than that of the male administrators (83.3%).

To conclude, professional efficiency of women administrators in the states is in no way less than that of the male administrators. Rather, in some cases, it is more than that of their male counterparts. Hence, the ground of professional efficiency of women administrators cannot be considered as a valid cause of their low representation in and career mobility to the top level of administration.

Chapter - V

MANAGERIAL COMPETENCY AND GENDER BEHAVIOR

Public administrators are the managers of the public system. They have to manage government's interest as well as the claims of the people within limited national resources. Hence, management style is an important administrative value of the administrators. In recent years we have witnessed a burgeoning of interest in the development of managerial skills. At the same time the managerial style is changing with the increasing professionalization of the personnel in administration. To qualify as a profession, an activity must have a body of knowledge - principles that can be taught; skills that can be attained; tools that can be mastered; ethics that can be lived up to with gratification; and discipline that is effective. (Lawrence A. Appley, 1981). Moreover, today the American government is relying more on the merit system of appointment on the belief that public employees should be selected on the basis of competence rather than on their political service. Given the extreme pressures for economy and efficiency, the public managers are expected to be competent enough for delivery of public services efficiently. In the name of social equality and representative bureaucracy, managerial competency cannot be compromised. In the context of patriarchal power relations, in which masculinity is defined as opposite and superior to femininity, feminine working styles are perceived as less effective in organizations, while masculine attributes tend to be regarded as normativity the way to manage Crisg and Sparrow, 1994). Is it myth or reality? Are really women public administrators less competent than their male counterparts? In this chapter, the focus has been made to find out the management style of the state administrators on gender variation to answer to the question: Do the women administrators possess lesser managerial competency than that of the male administrators?

Mohapatra and his colleagues (1993) listed 19 items as managerial competencies viewed by the state administrators as important in managing cultural diverse workforce. With the support of that study, the present researcher seeks to analyze the managerial competency of state administrators with gender variation by identifying three main factors with eight variables.

- FACTOR ONE: (Managerial Knowledge)

Managerial knowledge for one's growth as public manager
Knowledge of managerial tasks

- FACTOR TWO: (Managerial Work)

Leadership style
Establishment of goals
Supervision and responsibility

- FACTOR THREE: (Managerial Attributes and Orientations)

Job specification
Work situation
Integrating career and life

Training imparts managerial knowledge to one for his/her growth as public manager. The extent of managerial knowledge so imparted through training indicates one's managerial competency. Hence, certain items of managerial knowledge are selected as indicators of managerial competency of administrators.

Table No. V:1*

KNOWLEDGE OF MANAGERIAL GROWTH DIMENSION-GENDER BASED VIEW

Selected Dimensions of Knowledge of Managerial Growth	Percent Saying "Great Extent"		
	Male	Female	All Administrators
1. Understanding conflict	23.8 (750) N=3150	37.3 (510) N=1366	29.9 (1260) N=4516
2. Problem-solving and decision-making	40.3 (1275) N=3163	49.9 (686) N=1374	43.2 (1961) N=4537
3. Discipline	15.6 (492) N=3143	21.1 (288) N=1363	17.3 (780) N=4506
4. Equal Employment Opportunity	12.5 (396) N=3151	17.1 (234) N=1368	13.9 (630) N=4519
5. Financial Management and Planning	25.1 (794) N=3154	29.9 (411) N=1374	26.6 (1205) N=4528
6. Computer information and office applications	29.2 (914) N=3154	34.6 (478) N=1379	30.7 (1392) N=4533
7. Motivation	38.8 (1223) N=3149	43.5 (596) N=1368	40.2 (1819) N=4517
8. Performance Management	35.6 (1124) N=3153	45.3 (622) N=1373	38.5 (1746) N=4526
9. Strategic Planning	41.0 (1296) N=3160	51.8 (714) N=1377	44.3 (2010) N=4537

* Survey Question: The following lists some management topics frequently offered by management training workshops. Please indicate the extent to which you feel training in these areas would contribute to your growth as a public manager?

The N-size under different categories varies due to the exclusion of non-response cases.

Conflicts are but natural in an administrative organization and the administrators should be well-equipped with the knowledge of understanding the conflict. If the roots of the conflict will not be properly understood, the conflict will not be subsided, rather it will spread through the whole organizational system as a cancerous disease. Therefore, at present, management training

workshops are imparting the knowledge to understand the conflict.

The above table indicates that nearly 30% of all administrators feel to a great extent that the knowledge of "understanding conflict" is relevant to their growth as public managers. But gender variation analysis shows that while 37.3% of female respondents affirm it to a great extent, the same response comes from only 23.8% of male respondents. This gender-variation may be interpreted as the impact of feminine values which female administrators possess due to their family socialization which makes them more conscious of the conflicts in an organization than that of the male administrators. However, this does not mean that the female administrators are lesser competent in comparison to the male administrators. Rather, they are more concerned of understanding the conflicts in an organization which prove their managerial competency in an administration.

Conflicts are to be solved and decisions are to be taken in an organization, if the organization is to be managed effectively and to work efficiently. Therefore, to take a decision for solving the problems constitutes one of the attributes of managerial competency. It is true that administrators may face diversities of problems, but they should not hop from crisis to crisis and become caught up into a whirl of large and small problems, rather they should be competent to take a firm decision and to be free from the complexities of the problems. Decision-making has been defined as the ability to retrieve the right information at the right time and the provision of greater power for analyzing information. (Kraemer and King; 1991, p. 63). In a management science, a decision is usually thought of as a sequence of steps that requires the deciders to 1) state goals; 2) identify and analyze alternatives; 3) select the most feasible alternative; and 4) implement, monitor and correct (Stout, Russell, Jr. 1991).

The present survey indicates that 43.2% of all administrators feel to a great extent the relevance of the knowledge of problem-solving and decision-making in an administrative job. But the gender-based analysis shows that women in larger percentage (49.9) than that of the male administrators strongly believe that the knowledge of problem-solving and decision making is important for career growth in an administrative job. This does not mean the fear-psychosis of women administrators relating to problems in an organization, but this shows the more concern of the women administrators to solve the problem and take firm decision for managing the administration effectively for public benefits.

As the assumption is that all organizations, divisions, bureaucracies or subunits confront conflicts, so also it is one of the requirements of the administrators to maintain discipline inside the organizational units. Discipline is essential to all organized group action. It has already been discussed that public management at the state level has become an overwhelmingly uncertain enterprise to implement public policies effectively and this depends upon the managerial competency of the administrators to maintain discipline for successful management. Discipline in administration means the administrators will abide by some code of rules or laws and they will be able to implement these rules at the time of choosing. Skill in achieving a healthy state of discipline is an important qualification for the administrator and it is the training that corrects,

molds or perfects an administrator to maintain discipline.

However, in the present survey only 17.3% of all administrators feel to a great extent the importance of the knowledge of discipline in an administrative job. The fact may be that the administrators are not so keen for the imbibing of the knowledge of discipline by training. They may think that to maintain discipline in an administrative job is an art which can be acquired by experience and by situational factors. When so few administrators are attaching importance to a great extent on the knowledge of discipline, there is no need of making sex-variation analysis.

The administrators have to implement the Equal Employment Opportunity Act and Affirmative Action in providing job opportunities and equal pay for equal work to the women and the minorities. By 1967, thirty-two states had already made laws for anti-discrimination with positive enforcement powers and by now almost all states had enacted such laws. The administrators must carry out the EEO actions in the areas of recruitment, selection, upward mobility system, wage and salary program, maternity leaves, etc. Hence, the managerial competency of administrators needs that they must acquire the knowledge of EEO laws by training.

Surprisingly, in the present survey, only 13.9% of all administrators feel to a great extent that the knowledge of EEO would contribute to their growth as a public manager. It is more surprising to know that even if it is a matter of more interest for the women administrators as special privileges one provided to them by EEO, they in a marginal percentage (only 17.1) feel greatly the importance of the knowledge of EEO in administration. When women enter into the public administration services, perhaps they fail to realize the importance of EEO laws concerning particularly their own sex groups. On the other hand, sex does not play an important role in this particular field of managerial competency.

Pubic administrators have had a special interest in financial management - the preparation of budget and the government budget probably is the single most important document in public management. Public sector budgeting has got its roots in financial management. The administrators are required to understand the revenue, income, expenditure, accounting, auditing, etc. Financial management in the 1990s is concerned with the central importance of financial information and the recognition of how information can be used to plan, evaluate, manage, and even promote public sector programs (Ott, Hyde and Shafritz, 1991, p. 308). The administrators having the knowledge of financial management can probe to the financial data which are more understandable, accessible, and pivotal to the delivery of public goods and services.

The present survey exhibits that nearly 27% of all administrators feel to a great extent the importance of the knowledge of financial management and planning for their growth as public manager. Gender-variation study shows that while 30% of women are feeling the importance of it to a 'great extent,' only 25% of male administrators fall into this category. Hence, finance management does no more constitute a male-domain systematically structured by male culture. Rather, the female administrators are proving their competency in a larger extent by showing their

attitude towards the importance of imbibing the knowledge of financial management and planning.

The administrative organizational system has been revolutionized unexpectedly and dramatically by the advent of computers and information technology. The administrative management challenges like recruitment, promotion, administrative accountability, maintaining discipline, wage policy, public budgeting and financial management and planning cannot be met except with well-managed information technology. Public managers today are absolutely dependent on information management, because information is the most powerful resource in this post-industrial society. With this information technology revolution, knowledge of computer information and office applications constitute one of the knowledge attributes of managerial competency of public administrators. In the present survey, nearly 31% of all administrators feel to a great extent the utility of the knowledge of "computer information and applications" for their growth as public manager. Gender-variation study shows that while 34.6% of women administrators possess such an attitude towards the knowledge of "computer information and applications" to a great extent, the same opinion is held by only 29.2% of male administrators. Hence, managerial values and attitudes of women administrators in respect of the utility of modern sophisticated technologies in administrative jobs is more than those of the male administrators.

Motives are the mainsprings of action in people. Motivation can be defined as a willingness to expend energy to achieve a goal or a reward. The administrators are expected to create motivation amongst the personnel in administration by providing good working conditions, job security, promotion and many others. But how to motivate the workforce to deliver the best services is a managerial art and this should be cultivated by the administrators through training. In the present survey, women administrators in larger percentage (43.5) compared to that of the male administrators (38.8) feel to a 'great extent' that, knowledge in the area of 'motivation' would contribute to their growth as public managers. The larger percentage of women response in this area may be interpreted as due to the pre-professional family socialization of women who have realized the importance of "motivation" to a greater extent than the male administrators. It is always presumed that family socialization of women motivate them for feminine role performance in society but not for that in profession. While they come to profession, they feel the importance of motivating the work-force for work. Therefore, they give importance on the knowledge of motivation in administration to be imparted by training programs.

The problem of measuring the performance of administrative organization is fundamental to any society concerned with the accountability and performance of its institutions. However, evaluating the performance of administrative organizations like divisions, bureaus, commissions is difficult, but it is necessary for providing feedbacks to the organization and to help it for better performance. So administrators are required to possess the knowledge of performance management through training for their competency and career growth. In the present survey, women administrators in larger percentage (45.3) to that of the male administrators (35.6) attach the highest rank on "performance management" by believing to a "great extent" that training in the field of "performance management" would contribute to their growth as public managers.

When in their managerial knowledge dimension, the percentage of women response outweighs that of the male response, it can be inferred that women have realized more the importance of performance management for the growth and effective working of an organization like administration than the male administrators.

Strategic planning holds considerable promise for helping public managers to learn how to assess an organizations' environment and its strengths and weaknesses for linking their plans more directly to the actions they require. While strategic planning can be described in many ways, it typically begins with a commitment by top management to plan and carry out the plans developed. It comprises of the following tasks, namely, goal-setting, goal interpretation and strategy formulation for achieving the goals. However, approaches, models or concepts that incorporate definition of goals into the strategic planning process are already determined by legislative bodies and expressed through laws and regulations. But the proposals for goal setting and the means for achieving the goals emerge from the administrators, as strategy formulation is "a process involving the formulation of goals and also of action plans." Hence, the state administrators should have the knowledge of strategic planning as one of the attributes of their managerial competency as well as their career growth. In the present survey, women administrators in larger percentage (51.8) than that of the male administrators (41.0) believe to a 'great extent' that knowledge in 'strategic planning' is one of the contributing factors of managerial competency to their career growth. This shows that more percentage of women compared to that of men administrators are caring for the strategic planning in an administrative job.

Apart from the knowledge imparted by training and workshops, the public administrators is supposed to have knowledge in some other fields concerning specifically to his/her managerial tasks. As the administrator has wide variety of jobs beginning from A to Z, his managerial knowledge normally associated with public administration must comprehend a number of selected fields such as organizational behavior and interpersonal relations, knowledge of political institutions and processes in state government, personnel management, administrative law and legal issues, public relations and communication, and policy analysis.

Table No. V:2 *
ORIENTATION OF ADMINISTRATORS TOWARD KNOWLEDGE OF MANAGERIAL TASKS-GENDER-BASED VIEW

Selected Dimensions of Managerial Tasks	Percent Saying "Very Important"		
	Male	Female	All Administrators
1. Organizational behavior and interpersonal roles	27.3 (1063) N=3893	30.3 (501) N=1653	28.2 (1564) N=5546
2. Knowledge of political institutions and processes in state government	24.2 (942) N=3892	28.6 (474) N=1656	25.5 (1416) N=5548
3. Personnel management	23.2 (905) N=3895	26.9 (446) N=1656	24.3 (1351) N=5551
4. Administrative law and legal issues	15.7 (613) N=3895	19.2 (318) N=1656	16.8 (931) N=5551
5. Public relations and communication	20.3 (791) N=3897	23.5 (388) N=1654	21.2 (1179) N=5551
6. Policy Analysis	20.0 (778) N=3891	26.9 (444) N=1651	22.0 (1222) N=5542

* Survey question: To what extent do you feel knowledge of each of these fields is necessary and important in your job as a public administrator?

The N-size under different categories varies due to the exclusion of non-response cases.

Public administration is based on organizations, systems of productive human cooperation, primarily those of governments but also many "private" associations. Their organizational dynamics and inter-relationships determine how well the goods and services are produced and whom they benefit (Johnson: 1992, p. 23). An administrator is required to have the knowledge of the organization, that is, the establishment of the formal structure, through which work subdivisions are arranged, defined and coordinated for the defined objectives.

The present survey shows that women administrators in larger percentage (30.3) than that of the male administrators (27.3) believe that it is 'very important' to have the knowledge of organizational behavior and interpersonal relations in administration. The difference on gender basis exists because of the fact that more women administrators are selected on merit basis rather than on transient selection basis. It is also because of the fact that, as it is seen in the preceding analysis that more women administrators have MPA Degree and have continuing education through training, attendance of conferences and membership in professional bodies, so they give

much importance on the knowledge of organizational behavior of the administration. Further, they also believe in the knowledge of interpersonal relation as one of the prerequisites of managerial competency for an administrator in administrative jobs. This may be due to the fact of their feminine characteristics and pre-professional family socialization. As the role-socialization of male and female differ in their early ages, women became more alienated from keeping inter-personal relations with outside persons once they become involved with their own family persons in their homes. But once they enter the profession, the professional socialization change their role behavior and they feel that it is important to acquire the knowledge of keeping inter-personal relations in administrative job.

As it has been pointed out earlier that bureaucracies play a role in state politics that extends far beyond simply administering or implementing public policy. Nigro (1972, p. 120) asserts that public employees are "widening their participation in program policy-making." It is both difficult and unnecessary to completely separate administration from politics, as administration is coherently imbedded with the political institutions and processes of the state government. A political system can perform its functions in collaboration with its three wings of the government, namely, legislature, executive and judiciary. Hence, policy-implementers must also have the knowledge of policy-making through their interest in political institutions and processes in the state government. In the present survey, it is found that women administrators in larger percentage (28.6) compared to that of male administrators (24.2) feel that the knowledge of political institutions and processes in state government is very important for their job as public administrators. This observation may be a complimentary to the earlier finding in the preceding chapter that the women administrators possess more political acuity than that of the male administrators.

Personnel management is a challenging and often an exciting work. An administrative organization like the state administration is a huge body of personnel from the top management to the bottom level. An administrator should have the knowledge to implement personnel policies, to plan and develop personnel programs and to carry out certain personnel service activities in order to combine two main objectives of public administration, namely, to maintain employee well-being and to deliver public goods and services. Personnel administration has been shaped by both scientific management and group dynamics influences. The former is closer to traditional personnel functions - civil service, recruitment, working job descriptions, classifying positions and implementing pay incentive systems. The group dynamics influence may be seen in the new functions of personnel administration - labor relations, affirmative action planning, staff training, management and organization development (Garson and Williams, 1982). In the present survey women possess in no way less managerial competency than the male administrators when 27% of women administrators strongly feel that knowledge in personnel management is necessary and important for their job as public administrators. This percentage is even more than that of the male administrators in this particular study.

The administrative tasks associated with public administration must include enforcement of laws, ordinances, rules and regulations. They must understand the positive effects of law in

general and administrative law in particular. "Administrative law encompasses such questions as rights to appeal bureaucratic decisions, rights to information, conflict of interest laws, and laws affecting the limits of bureaucratic discretion" (Garson and Williams, 1982, p. 286). It is nonetheless true that public administrators enjoy some sort of discretion in implementing policies and programs and thereby interpreting the administrative laws and legal issues. Modern administrative problems cannot be solved, in some instances, unless such large powers are granted to the public officials. But the administrative officials, only when have the knowledge of administrative laws and legal issues can exercise these discretionary powers for performing their functions successfully and their administrative acts are preferred even by those who believe in regulations. Hence, knowledge in administrative laws and legal issues constitutes one of the ingredients of managerial competency of public administrators. However, in this present study, only 16.8% of all administrators feel it very important to possess knowledge in the above field. When the total response is minimal, the gender-variation study will have marginal effect in showing the sex-difference opinion toward this particular knowledge - attribute of managerial competency.

The administrators have to maintain relations with the public, as the "steel frame" concept of bureaucracy has become outdated and is no more functioning in the society. Because, policies are to be made for the public, they are to be implemented for the public and the goods and services are to be delivered to the public. The feedbacks of the outputs will come from the public to the organization. Hence, the public are the focal points of every administrative system and it is one of the managerial jobs of the administrator to maintain public relations through the communication process. The administrator can communicate to the people not only in his personal capacity but also, more important, as an administrative official of a close-knit organization. Hence, communication is also essential for binding the administrative network strictly as commands will flow from top officials to lower levels and suggestions for incorporation of new elements in public policies will be passed from bottom to the top level through communication process. Communication, as a two-way process is as much important for the administrative system as for maintaining relations with the public. Had there been any communication gap between the administrator and the public, it would affect the relationship of the administrator with the public and in turn, administration as a whole will lose its credibility. The effectiveness of the public policies would be doubtful and the programs will remain only on paper. Therefore, the knowledge of public relations and communication is one of the component factors of the managerial competency of the administrators. In the present survey, it is found that 23.5 percent of women administrators in comparison to 20.3% of male administrators feel that it is very important to have the knowledge of public relations and communication in administrative job. This response pattern may indicate that women are better in keeping relations with the public than the male administrators. The credit, as the general presumption shows, may go to the soft and amiable nature of the female. Whatever may be the reason, but it is a fact that women possess better managerial competency than the male administrators, so far as knowledge of "public relations and communication" is concerned.

Policy-analysis is another managerial task of public administrators. In traditional thinking,

political executives formulate or originate policy, and administrators implement or carry out policy according to the objectives of those who formulate it. But now permanency and expertise have led to a sharing of policy formulation between administrators and so-called policy-makers. In policy-making the role of the public administrator is, of course limited, but nonetheless, important. The administrator influence policy in many ways, utilizing their special skills and knowledge of the institutional framework. They can take several steps to assure that policy is viewed as responsive to public expectations.

In the most general sense, policy analysis may be defined as the systematic evaluation and presentation of relevant information for use in decision-making (Murphy; 1981, p. 238). Through policy analysis, modern executives must be able to establish objectives, find out the measuring instruments to measure the objectives, make cost benefit analysis, measure performance and make evaluation analysis. The administrators examine the effects of policies and programs on their targets, may be the individual, group, community, institution or the society in general. In the present survey, around 27% of women administrators feel strongly that policy analysis is very important in their present administrative job. This percentage of the response is larger than that of the male administrators who constitute only 20% of the response category.

Administrators, while doing the managerial work are supposed to be acting as leaders of the administrative organization. Leadership is one of the requirements of managerial competency of the administrators. Leaders have to set goals, give directions for achievement of goals, resolve conflicts, sort out decisions and lead the administrative organization as a team for effectively performing the job. Beach (1980) defines leadership as to influence others to act to accomplish specified objectives. The effective leader gets others to act through following a number of devices like persuasion, influence, power, threat of force and appeal to legitimate right. Leadership style may be authoritarian or democratic. At one extreme, it may be authoritarian by forcing the subordinates through power influence to accomplish the desired tasks. On the other hand, it may be more democratic by being group-oriented through influencing the subordinates through providing necessary freedom to make decisions in their work and to achieve the desired goal. As the latter one is a feature of democracy, the American state administrators are expected to have the knowledge of democratic leadership style. Without leadership, whether it be of the formal or informal type, a mass of people will be uncoordinated and accomplish nothing.

Table No. V:3
ADMINISTRATOR'S VIEWS ON LEADERSHIP STYLE: SEX DIFFERENCE

Survey Question	Response Categories	Male	Female	All Administrators
Currently management training programs for public managers typically include a number of specific objectives. In your opinion, please indicate how relevant the objective "to increase understanding of leadership styles" is to the work of public managers.	Not relevant	1.9 (78)	1.6 (29)	1.8 (107)
	Somewhat not relevant	20.2 (824)	15.3 (270)	18.8 (1094)
	Somewhat relevant	53.3 (2171)	47.6 (838)	51.6 (3009)
	Highly relevant	24.5 (998)	35.4 (622)	27.8 (1620)
	Total	100 (4071)	100 (1759)	100 (5830)

In terms of leadership style, it is presumed that sex-role stereotypes seem to work by recognizing the male persons only to be leaders. When we closely examine the management style of both men and women administrators on their opinion of relevance of leadership in administration, we see that what is thought to be real often fades into fantasy and larger percentage of women administrators than that of the male administrators speak of the highly relevance of the leadership style of management. In the present survey, while 35.4% of women administrators feel that "understanding of leadership styles" is "highly relevant" to the work of public managers, the same is the response only of 24.5% of the male administrators. One can be a leader only when he/she understands the extent of relevance of leadership in an organization. From the above observation, it is now a myth to say that leadership style is the monopoly of the male administrators.

Goal establishment is another managerial work for public administrators. Criteria for identifying goals may come through feedback from the people. Goals may be adjusted, errors may be corrected and therefore goal establishment is a continuing work for the public administrators. Goals are always identified with the objectives of administration on the analysis of program costs in relation to program effects. In American system of government, though goals are set by the legislature, the executive has to propose and agree upon the goals. Announced administrative goals provide meaning to work and serve as standards against which to measure performance. Hence, it is one of the managerial work of the state administrators to understand the need to identify the criteria for establishing goals.

Table No. V:4
VIEWS OF STATE ADMINISTRATORS ON THE ESTABLISHING OF GOALS

Survey question	Response categories	Male	Female	All Administrators
Currently management training programs for public managers typically include a number of specific objectives. In your opinion, please indicate how relevant the objective "to understand the need to identify the criteria for establishment of goals" to the work of public managers.	not relevant	1.2 (50)	0.8 (14)	1.1 (64)
	somewhat not relevant	14.4 (578)	11.5 (199)	13.5 (777)
	somewhat relevant	50.8 (2043)	45.8 (791)	49.3 (2834)
	highly relevant	33.6 (1350)	41.8 (722)	36.1 (2072)
	Total	100 (4021)	100 (1726)	100 (5747)

In the present survey, gender has little influence on the managerial work of "identifying criteria for establishment of goals" of the administration. If we club the affirmative opinion of administrators on this particular variable, it is found that women in no way lesser than the men in realizing the need of such managerial work in administration . 85% of the total administrator respondents feel that identifying goals is relevant for administration. Gender-based analysis shows that while 87% of women administrators hold such view, men administrators of such category are 84%. Moreover, while 44.8% of women administrators feel that it is "highly relevant" to understand the need to identify the criteria for establishment of goals, the same response came from 33.6% of male administrators. Hence, competency in managerial work of women administrators in this job-task is no way less than that of the male administrators, rather, it is more in case of women administrators.

Supervision is front-line management and it is one of the applied human behavior areas. The supervisor directs and controls the activities of non-supervisory personnel to accomplish designated objectives. Supervision, on the other, is the crucial for the promotion of the administrative hierarchy. Hence, supervisory work constitutes one of the components of the managerial competency of the state administrators and it determines the higher rank of the administrator in the hierarchical administrative structure. The previously held gender based studies show that women managers were concentrated low in chains of command that their role in decision-making was primarily providing input into decisions that men made (Reskin, 1992; Guy, 1993). Even Mary E. Guy has pointed out that power titles, such as "administrator", "chief" and "director" are dominated by men.

Table No. V:5
SEX-VARIATION RESPONSE ON THE GENDER OF SUPERVISORS

Survey question	Gender Categories	Male Respondent	Female Respondent	All Administrators
Indicate whether your immediate supervisor is male or female	Male	82.5 (3169)	70.2 (1193)	78.8 (4363)
	Female	17.5 (671)	29.7 (505)	21.2 (1176)
	Total	100 (3840)	100 (1699)	100 (5539)

This table indicates that 78.8% of all administrator-respondents opine that their immediate supervisor is male person and only 21.2% say that they are having female supervisors. Further, this table points out that while 70.2% of female administrators work under the immediate supervision of male person, only 17.5% of male administrators work under the immediate supervision of the female administrators. Gender-difference in managerial work is thus quite evident particularly in case of supervision. Supervisors are, in quite large number, appointed from the male administrators. Secondly, sex does not count in supervisory work when male persons become the immediate supervisor of female persons in administration. The feminine nature of the women administrators do not prevent them to work under the male supervisors. Rather, their professionalism has washed out their gender-biased attribute to work under female supervisors only. But male administrators in large percentage have not yet worked under the female immediate supervisor, as the above table indicates. Hence, gender discrimination is quite evident in the appointment of male supervisors in administration and in the attitude of male persons to work under the supervision of their own sex.

As part of managerial competency, it is interesting to note whether there is difference among the male and female administrators in the number of employees he/she supervises and the number of employees he/she is held responsible for. Supervision over the number of employees and being responsible for the number of employees are commonly held to be two denominators of managerial work of an administrator.

Table No. V:6
RESPONSE ON THE SUPERVISION OF EMPLOYEES - SEX DIFFERENCE VIEW

Survey question	No. of employees	Male	Female	All Administrators
Indicate the number of employees you directly supervise; that is only those employees immediately beneath you on the organizational chart	0	4.5 (183)	7.6 (131)	5.5 (314)
	1-20	90.4 (3608)	88.0 (1500)	89.7 (511)
	21-40	3.0 (121)	2.6 (45)	2.9 (166)
	41-60	0.9 (36)	0.9 (16)	0.9 (53)
	61-80	0.4 (16)	0.1 (3)	0.3 (19)
	81 and more	0.6 (25)	0.5 (9)	0.5 (34)
	Total	100 (3989)	100 (1704)	100 (5693)

Table No. V:7
RESPONSE ON BEING RESPONSIBLE FOR EMPLOYEES: SEX DIFFERENCE VIEW

Survey question	No. of employees	Male	Female	All Administrators
Indicate the number of employees you are responsible for (include both employees directly supervised and indirectly supervised through subordinate managers)	1-100	76.4 (2912)	85.8 (1344)	79.2 (4256)
	101-200	8.9 (342)	5.2 (82)	7.8 (424)
	201-300	3.3 (128)	2.5 (40)	3.1 (168)
	301-400	2.3 (89)	1.2 (19)	2.0(108)
	401-500	1.7 (66)	1.2 (19)	1.5 (85)
	501-600	0.8 (34)	0.3 (06)	0.7 (40)
	601-700	0.4 (17)	0.3 (06)	0.4 (23)
	701-800	0.4 (19)	0.3 (06)	0.4 (25)
	801-900	0.5 (20)	0.2 (04)	0.4 (24)
	901 and more	4.7 (181)	2.4 (39)	4.0 (220)
	Total	100 (3808)	100 (1565)	100 (5373)

The present survey shows the gender discrepancy in supervisory work. The male administrators in more percentage than that of the female administrators are doing the supervisory work of more employees who are beneath of them. Similarly, it is found that male administrators in larger percentage to that of female administrators are held responsible for more employees in administrative jobs. This indicates that few female administrators have reached the top positions in administrative jobs. This finding is more or less identical with the finding of the preceding table which conforms that supervisory work is mostly done by the male administrators.

The work-situation always is a circumstantial force for the managerial competence of the administrators. If there would be gender specification in work - some particular work are to be specified for male persons and some others for female persons - that would naturally create some sort of inferiority complex among the women workers, as if they are not capable of doing some work which men are doing. In order to know the gender specification in the administrative jobs on the basis of sex discrimination, we wanted to know how many male and female colleagues were working with an administrator respondent.

Table No. V:8
RESPONSE OF THE ADMINISTRATORS ON GENDER-BASED COLLEAGUES

Survey Question	Male Colleagues	Male Administrators	Female Administrators	All Administrators
How many current colleagues in your work section are male and how many are female?	0	5.6 (198)	12.4 (187)	7.7 (385)
	1-20	85.6 (2991)	83.9 (1259)	85.1 (4250)
	21-40	5.2 (183)	2.0 (30)	4.2 (213)
	41-60	1.8 (65)	0.9 (14)	1.5 (79)
	61-80	0.4 (16)	0.3 (05)	0.4 (21)
	81 and more	1.14 (40)	0.3 (05)	0.9 (45)
	Total	100 (3493)	100 (1500)	100 (4993)
	Female Colleagues	**Male Administrators**	**Female Administrators**	**All Administrators**
	0	11.2 (390)	9.5 (143)	10.6 (533)
	1-20	82.1 (2862)	84.1 (1264)	82.7 (4126)
	21-40	4.1 (145)	4.5 (68)	4.2 (213)
	41-60	1.1 (41)	0.6 (10)	1.0 (51)
	61-80	0.4 (15)	0.5 (08)	0.4 (23)
	81 and more	0.8 (29)	0.9 (09)	0.7 (38)
	Total	100 (3482)	100 (1502)	100 (4984)

This table indicates that there is no such significant gender specification for the male administrators to have the male colleagues or for the female administrators to have the female

colleagues. While 0.9% of total administrators respond that they have 81 and more male colleagues, 0.7% of total administrators respond they have 81 and more female colleagues with whom they work. But sex-difference opinion shows that while 3.5% of women administrators have more than 20 male colleagues, 6.4% of male administrators have more than 20 female colleagues. Again, while 7.3% of male administrators have male colleagues, 6.1% of female administrators have colleagues of their own gender ranging from 21 and more. This exhibits that women administrators do not hesitate to work with male colleagues. For this two reasons may be given. One is that, because of the presence of more number of male administrators, women administrators have to work with their male colleagues. Second, reason may be that, due to professional socialization, women administrators do not mind to work with male colleagues in their job.

Again, the question may arise whether there is any job which can be specified only for the male or only for the female. Previously held gender-based studies conclude that there is job-specification on gender basis in services (Reskin and Ross; 1992; Rigg and Sparryw: 1994, Guy: 1992). To verify this we have taken up the question, "whether the person who did your job before you is a male or female?"

Table No. V:9
GENDER-BASED OPINION ON JOB-SPECIFICATION

Survey Question	Gender Categories	Male Respondent	Female Respondent	All Administrators
Please indicate the person who did your job before you in the present organization is a male or female.	Male	83.5 (3069)	57.6 (900)	75.8 (3969)
	Female	16.5 (607)	42.4 (663)	24.2 (1270)
	Total	100 (3676)	100 (1563)	100 (5239)

75.8% of all administrators opine that before them male persons were working in the same job and 24.2% of all administrators opine that before them female persons were working in the same job. This great number difference on gender-basis appears because there is a gender disparity in the number of officials in administration and also in the number of sample officials taken for the present study. In both cases, numerical male population is much more than that of their counterparts. But gender-based study of the above table shows that while 83.5% of male respondents opine that before them in the same job a male person was working, 42.4% of female respondents opine that before them in the same job a female person was working. This very well strengthens our point that even in public administration some jobs are masculine-oriented and some jobs are feminine-oriented. Gender-mobility in jobs takes place very marginally.

In context to work situation, next question arises whether gender counts much when a colleague asks for help in the work place. The general presumption is that women are, by nature, very helping to male or female and in the jobs women will help to women colleagues because of their sex-affinity.

Table No.V:10

ORIENTATION OF ADMINISTRATORS ON GENDER BASIS TOWARD WORK-HELP

Survey Question	Gender Categories	Male Respondents	Female Respondents	All Administrators
Whether the colleague who has been most helpful in your present position is a male or a female?	Male	67.5 (2623)	50.8 (840)	62.5 (3463)
	Female	32.5 (1263)	49.2 (814)	37.5 (2077)
	Total	100 (3886)	100 (1654)	100 (5540)

In this table it is indicated that a larger percentage of all administrators (62.5) opine that male colleagues have been the most helpful in their present work. This shows the less confidence and trust upon the female colleagues in administration. When gender-variation opinion is studied, it is found that particularly male administrators possess less confidence upon their female colleagues, as 67.5% of male administrators believe that male colleagues are the most helpful to them. but on the same point, the response of the women administrators is equally divided, for which it is difficult to establish women's solidarity and affinity in the work-situation of administrative services.

Finally, in considering the work-situation of managerial competency of administrators, it has become a pertinent point of query as to what extent male and female administrators differ in their attitude for integrating their career and life strategies. This point of query has emerged, because of the fact that even if, at work, organizations have assigned both genders the same managerial role, society assigns men and women different social roles in their personal lives. Women are often assumed to be less committed to their careers than men. In fact this issue was raised in a Wall Street Journal article which said that "no matter how individual woman approach their jobs, research shows women as a group are still widely seen as lacking in career commitment." (Shellenberger, 1992.)

Table No.V:11

ATTITUDE ON GENDER-BASIS TOWARD INTEGRATING CAREER AND LIFE-STRATEGIES

Survey Question	Response Categories	Male	Female	All Administrators
Currently management training programs for public managers typically include a number of specific objectives. In your opinion, please indicate how relevant the objective "to developments approaches to integrating career and life strategies" to the work of public managers.	Not relevant	5.2 (208)	4.1 (70)	4.9 (278)
	Somewhat not relevant	31.9 (1276)	25.8 (442)	30.1 (1718)
	Somewhat relevant	45.5 (1822)	47.1 (807)	46.0 (2629)
	Highly relevant	17.4 (696)	23.0 (395)	19.1 (1091)
	Total	100 (4002)	100 (1714)	100 (5716)

If we club all the responses of the above table into affirmative and negative categories, it is found that female administrators in larger percentage (70.1) in comparison to that of the male administrators (62.9%) feel that the approach of integrating career and life is relevant for managerial job. The sex-variation in this particular attitude is very natural because of the fact that women and men managers may have the similar work values, but personal values of both differ. Women face work/family conflict more than the men managers (Israeli, 1993). Guy (1992, p. 290) also points out that conventional career patterns assume a particular relationship to family private life obligations that pose problems for women who pursue careers. Hence, women are more careful for integrating career and personal life than the male administrators.

To conclude, women public administrators are in no way less competent than their counterparts in the administrative jobs. Their knowledge of managerial task, opinion on managerial work and orientation toward the work situation indicate their managerial competency in administration which is as equal or even in some cases more than that of the male administrators. This proves that sex-variation and lesser recognition to women administrators do not hold good in the case of their competence and ability in state administration and the management style of male and female public administrators are more similar than distinct.

CHAPTER VI

FINDINGS AND CONCLUSION

Is American state public administration a gender-biased administration? The examination of this question persists the entire course of the present study. The structure of administration in the fifty states of United States has grown to a huge body with millions of employees from lower levels to the top level of administration. If American Society is composed of men and women in more or less same proportions, is the same proportion reflected in the administrative structure of the state governments? In this study it has been pointed out that till 1970s women had entered into public administrative services in very less number. Public administration was mostly a male-domain with masculine-oriented culture. In the post-1970 period, women entered into the administrative job in large number due to economic and social pressures as well as strict application of Equal Employment Opportunity Act and Affirmative Action. However, the gender-centered public administration theory still worked prominently when the state governments relied heavily upon the subordination of women in two ways. First the women employees were assigned to duties that were regarded as less worthy or less significant, and secondly, as a result of this, women's opportunity for getting good salary and also for upward mobility in job remained limited.

This raises the question, whether the values of women public administrators are significantly different from those of the male public administrators in the state administration of the United States. The administrative values in this study have been identified with three main indicators, namely, political acuity, professional efficiency and managerial competency.

Political acuity factors are grouped into four dimensions, namely, power dimension, process dimension, policy dimension and politico-administrative dimension. In this study, it has been observed that administrators of both sexes, in general, are less interested in process dimension of political acuity values, but, nonetheless, they are very much interested in power-dimension of political acuity. However, sex-difference analysis shows that in both these dimensions of political acuity values, women are in a higher percentage than that of the male administrators. In policy dimension area women administrators in a higher percentage than the male administrators are informed of the U.S. foreign policy, federal grant policy, welfare policies and policies relating to minorities. Women administrators are also very much conscious of the nexus between politics and administration. Sometimes, politics may intervene in administration, but administration cannot be carried on without a tinge of political values and pressures. However, both the male and female state administrators are in general agreement in their belief that bureaucratic principles and administrative laws should not be overruled by democratic norms, and in this respect we do not notice any difference of opinion based on sex. But women public administrators' political values differ from those of the male administrators when they in lesser percentage attach importance to the local legislators and in greater percentage give due care to the public opinion. It is therefore, observed that women administrators are more sensitive to the needs of the people and are more service-oriented than the male administrators.

Professional efficiency values of women administrators are measured through two factors, namely, need-based professionalism and professional behavioral attributes. Need-based professionalism is measured by continuing education, training, membership of the professional bodies, and attendance in the professional seminars, conferences, etc. The usual presumption is that even if women have entered into administration, they evince lesser interest in acquiring professional values. To them, profession is not as important as it is to the male administrators. But the findings of this study show that this presumption has faded into a myth and the conventional values of women administrators have undergone radical change. They have become professional by acquiring managerial skills through continuing education, in-service training, membership of professional bodies and attending profession-related seminars. Professional socialization through all these processes help women administrators to acquire professional skill and efficiency. Professional socialization may come in conflict with family role socialization, but the former outweighs the latter and the women acquire professional efficiency in a degree not less than that of the male administrators. Apart from the need-based professionalism professional behavior attributes count for professional efficiency of administrators. Behavioral attributes are measured by skill orientations such as assertiveness, team-building, stress management, presentation skills, professional image and negotiation techniques. In all these skill orientations, women's attachment of values are in no way less than that of the male administrators; rather in some cases they possess more of skill than their male counterparts in administration. Along with skill orientations, service orientations of the administrators measure their professional efficiency. Women in larger percentage hold the view that government agencies should provide high quality services to their clients an equal treatment to minorities and women.

Public administrators are the managers of the public system. Hence, the managerial competency of the administrators measures their administrative values. In the present study, the researcher has attempted to measure the managerial competency of administrators of both sexes by applying three indices, namely, managerial knowledge, managerial work and managerial attributes. It is generally presumed that only male administrators are competent enough to understand conflict, take decisions, maintain discipline, and to be acquainted with strategic planning, policy analysis making etc. This stereotyped view does no more hold good as in all these fields women administrators, in this present study, exhibit equal competency with the male administrators. All the managerial attributes, as stated above along with the qualities like leadership style, and ability in goal-setting are no more exclusively male attributes. They have become gender-neutral as they are valued even by the women administrators as managerial traits to be acquired for managerial competency in administration. Early sex-role socialization has more neutralized and marginalized in case of women administrators. This research would conclude in a more positive and affirmative manner that there are more similarities between men and women than there are differences, so far as administrative values are concerned. Sex differences in administrative values decline as a function of time in the occupational setting and also because of more role-models of women administrators due to their significant increase in the personnel of the state public service system. The professional socialization process also counts much in the decline of sex-difference values in administration.

However, gender discrimination is very much evident in allotting top positions to women administrators. Supervision of work is one of the top-rank management work. In this present study, it is found that supervision is predominantly the work of The male administrators, and barring a very few of the women administrators, supervisory work has been assigned mostly to male administrators. Similarly, it is found that male administrators in larger percentage than that of female administrators are held responsible for more employees in administrative job. Further, gender-discrimination in administration is quite evident in this study when a big percentage of male administrators opine that before them in the same job the male persons and not the female persons were working. So the job is masculine-oriented. Though there is larger entry of women to public services, there is less of occupational mobility and career-advancement among women administrators.

To sum up, over the past few years women have made notable advances into public administration posts in the American states. As this study has brought out, there exists no significant differences in the administrative values of women administrators and those of the male administrators. Therefore, there is no reasonable validity for not recognizing the worthiness and competency of women administrators for occupational mobility and career advancement. The gender barriers which have existed so far to the upward mobility of women administrators have evoked the comment "three steps forward: two steps backward" (Guy, 1993). But the present study of the administrative values of state women public administrators very much justifies a change of the trend in the upward mobility of their career towards, "three steps forward: no step backward." The sooner this need for change is recognized, the better would perhaps be the opportunity for state women administrators to overcome the existing gender-barriers and break the glass-ceiling in the structure of public services.

References and Bibliography

Abney, Glenn: 1981. "Exchange Between State Administrators and Interest Groups," Polity (Summer) 593-612.

Abney, Glen: 1982. "The Task of Administrators: Management of External Relations." American Review of Public Administration, Summer/Fall, pp. 171-184.

Adler, Nancy J.: 1993. "An International Perspective on the Barriers to the Advancement of Women Managers," Special Issue; Women in Management, Applied Psychology - An International Review, Oct. Vol. 42 (4), pp. 289-300.

Adler, Nancy J. and Dafna N. Israeli: 1994. "Where in the World are the Women Executives?" Business Quarterly (BSD) ISSN: 0007-6996, Vol. 59, issu: 1, Autumn, pp. 89-94.

Adler, Sue. Managing Women: Feminism and Power in Educational Management. Milton Keynes, England, Philadelphia: Open University Press, 1993.

Ahn, Kenneth K. and Michelle A. Saint-Germain: 1988. "Public Administration Education and the Status of Women," American Review of Public Administration, Vol. 18 (3), pp. 297-307.

Amundsen, Kristen: 1971. The Silenced Majority, Englewood Cliffs, NJ. Prentice-Hall.

Anderson, Earlie Bridegs. The Life-History Correlates, Work-Related Motivational Characteristics, and Role-Identification Factors of On-Site Women Administrators in Hawaiian Public Schools. Thesis. University of Southern California.

Appley, Lawrence A.: 1981. "New Directions for Management," Supervisory Management, Vol. 26, No. 2, February, pp. 9-12.

Aron, Cindy: 1987. Ladies and Gentlemen of the Civil Service: Middle Class Workers in Victorian America, New York: Oxford University Press.

Asplund, Gisele. Women Managers: Changing Organizational Cultures. Chichester, NY: Wiley, 1988.

Bays, Jane H.: 1991. "Women and Public Administration: A Comparative Perspective - conclusion," Women and Politics: 11, 4, pp. 111-131.

Bhatnagar, Deepti: 1988. "Professional Women in Organizations: Ne Paradigms for Research and Action," Sex Roles, pp. 343-355.

Billing, Yvonne Due. Gender, Managers, and Organizations.

Billing, Yvonne D. and Mats Alversson: 1989. "Four Ways of Looking at Women and Leadership," Scandinavian Journal of Management, Vol. 5 (1), pp. 63-80.

Blankenship, Ralph (ed.): 1977. Colleagues in Organizations: The Social construction of Professional work, NY: Wiley.

Bledstein, B. J.: 1976. The Culture of Professionalism (New York, Norton).

Brint, Steven: 1985. "Political Attitudes of Professionals," Annual Review of Sociology, pp. 389-414.

Buchanan, Singer and James, Lula: 1992. "Administrative Values of Black State Administrators," a working paper prepared for presentation at the Annual Meeting of the Kentucky Political Science Association, 1992.

Bullard, A. M. and D. S. Wright: 1993. "Circumventing the Glass Ceiling: Women Executives in American State Governments," Public Administration Review, Vol. 53, No. 3. pp.189-202.

Burrow, Martha G. Women: A Worldwide View of their Management Development Needs. New York: Amacom, 9176.

Callaway, Helen. Gender, Culture and Empire: European women in Colonial Nigeria. Houndmills, Basingstoke, Hampshire: Macmillan in association with St. Anthony's College, Oxford, 1987.

Camilla, Stivers. Gender Images in Public Administration, Book reviewed by Mary E. Guy; Public Administration Review, Washington D.C. Jan./Feb. 54:83-4.

Carr-Ruffino, Norma. The Promotable woman: Advancing Through Leadership Skills. Belmont, Ca.: Wadsworth, 1993.

Cassidy, Margaret L. and Bruce O. Warren: 1991. "Status Consistency and Work Satisfaction among Professional and Managerial Women and Men," Gender and Society, 5, 2 June, pp. 193-206.

Chaturvedi, Geeta. Women Administrators of India: A Study of the Socio-Economic Background and Attitudes of Women Administrators of Rajasthan. Jaipur: RBSA Publishers, 1985.

Cohen, Sherry Suib. Tender Power: A Revolutionary Approach to Work and Intimacy. Reading, Mass.: Addison-Wesley, 1989.

BEST COPY AVAILABLE

Cornwell, Christopher and J. Edward Kellough: 1994. "Women and Minorities in Federal Government Agencies: Examining New Evidence from Panel Data," Public Administration Review, May/June 1994, Vol. 54, No. 3, pp. 265-270.
Cussler, Margaret. The Woman Executive. New York: Harcourt, Brace, 1958.
Comerford, Robert A. and Denis W. Callaghan: 1985. Stretegic Management, Boston, Kent, 1985, p. 87.
Daniel, Christopher and Bruce Rose: 1991. "Blending Professionalism and Political Acuity: Empirical Support for an Emerging Ideal," Public Administration Review, 51 (Sept./Oct.) pp. 438-441.
Davidson, Marilyn. Stress and the Woman Manager. New York: St. Martin's Press, 1983.
Dept. of Labor: 1991. "A Report on the Glass Ceiling Initiative," Washington, D.C., U.S. Government Printing Office.
Diamond, E. E.: 1987. "Theories of Career Development" in B.A. Gutek and L. Larwood, eds. Women's Career Development, Newbury Park, CA: Sage, pp. 15-27.
Donnell, S. M. and J. Hall: 1980. "Men and Women as Managers: A Significant Case of No Significant Difference," Organizational Dynamics, pp. 60-77.
Duverger, Maurice: 1955. The Political Role of Women, Paris, UNESCO.
Edson, Sakre Kennington. Pushing the Limits: The Female Administrative Aspirant. Albany: State University of New York Press, 1988.
Edwards, Christine: 1995. "Radical Restructuring Leaves Women Out of Management," People Management, (PMT) ISSN: 0031-5761, Vol. 1, iss: 1, Jan. 12, pp. 55.
Elling, Richard C.: 1983. "State Bureaucracies," Politics in the American States: A Comparative Analysis, ed. by Virginia Gray, Herbert Jacob and Kenneth N. Vines, Little Brown and Co. Boston.
England, Paula, Marilyn Chassie and Linda Mccormack: 1982. "Skill Demands and Earnings in Female and Male Occupations," Sociology and Social Research 66 (January) pp. 147-168.
Faludi, Susan: 1991. Backlash, New York: Doubleday.
Farrant, Patricia, ed. Strategies and Attitudes: women in Educational Administration. Washington, D.C.: National Association for Women Deans, Administrators, and Counselors, 1986.
Fillmore, Mary Dingee. Women MBAs: A Foot in the Door. Boston, Mass.: G.K. Hall, 1987.
Fox, Siegrun F.: 1991. "Professionalism in Local Government," a paper presented at the 1991 Annual Meeting of the American Political Science Association, Washington, D.C.
Frederickson, H. George: 1990. "Public Administration and Social Equity," Public Administration Review. Vol. 50 (March/April) pp. 228-237.
Freeman, Patricia: 1984. "Values and Policy Attitudes among State Legislators and Administrators," Public Administration Review, Winter.
Gaeddert, W. P.: 1985. "Sex and Sex Role Effects on Achievement Stirings: Dimensions of Similarity and Difference," Journal of Personality, pp. 287-305.
Garson, G. David and J. Oliver Williams: 1982. Public Administration: Concepts, Readings, Skills, Allyn and Bacon, Inc. Boston.
Gay, Kathlyn: 1994. The New Power of Women in Politics. Hillside, New Jersey: Enslow Publishers.
Grant, Jan and Paige Porter: 1994. "Women Managers: The Contribution of Gender in the Workplace," Australian and New Zealand Journal of Sociology, Aug. Vol. 30 (2) pp. 149-164.
Gray, Virginia: 1983. "Politics and Policy in the American States," Politics in the American States: A Comparative Analysis. Virgina Gray, et. al. (eds.) 4th edition, Little, Brown and Co.: Boston.
Grossman, Harry: 1973. "The Equal Employment Opportunity Act of 1972, Its Implications for the State and Local Government Manager," Public Personnel Management, Vol. 2 (5), pp. 370-379.
Guy, Mary E.: 1993. "Three Steps Forward, Two Steps Backward: The Status of Women's Integration into Public Management," Public Administration Review, July/August 1993, Vol. 53, No. 4, pp. 285-291.
Guy, Mary E.: 1993. "Workplace Productivity and Gender Issues," Public Administration Review, 53, May/June, pp. 279-82.
Guy, Mary E. Women and Men of the States: Public Administrators at the State Level. Armonk, NY: M.E. Sharpe, 1992.
Haas, P.J. and Deil S. Wright: 1987. "The Changing Profile of State Administrators," Journal of State Government, 60:PP270-78.
Haas, Peter J. and Deil S. Wright: 1989. "Administrative Turnover in State Government: A Research Note,"

BEST COPY AVAILABLE

Administration and Society, Vol. 21, No. 2, August, pp. 265-277.
Hale, Mary M. and Rita Mae Kelly: 1989. Gender Bureaucracy and Democracy, Westport, CL: Greenwood Press.
Harrison, Evelyn: 1964. "The Working Woman: Barriers in Employment," Public Administration Review, Vol. 24 (1), pp. 78-85.
Haslett, Beth. The Organizational Woman: Power and Paradox. Norwood, NJ: Ablex Publishers, 1992.
Haynes, Karen S. Women Managers in Human Services. New York: Springer Pub. Co., 1989.
Hays, Steven W. and Kearney, Richard C.: 1992. "State Personnel Directors and the Dilemmas of Workforce 2000: A Survey," Public Administration Review, July/Aug. Vol. 52. No. 4. pp. 380-388.
Hepburn, Mary A. Napier, John and Krieger Rainer: 1988. "Political Attitudes of Students in the United States and the Federal Republic of Germany: Cross-National and Sex Differences," Teaching Political Science, Vol. 16, No. 1, Fall, pp. 4-13.
Herbert, F. Ted and Deil S. Wright: 1982. "State Administrators: How Representative? how Professional?" State Government, Vol. 55, No. 1, pp. 22-28.
Hoffarth, Victoria B. Corporate Women Managers in Southeast Asia. Manila, Philippines: Asian Institute of Management, Egenio Lopez Foundation, 1989.
Iglitzin, Lynne B.: 1974. "The Making of the Apolitical Woman: Femininity and Sex-Stereotyping in Girls," Women in Politics, ed. by Jane S. Jaquette, John Wiley & Sons, NY, chapter 2, pp. 25-36.
Izraeli, Dafna N.: 1993. "Work/Family Conflict Among Men and Women Managers in Dual Career Couples in Israel," Journal of Social Behavior and Personality, Vol. 8 (3), pp. 371-385.
Jaquette, Jane S. (ed.): 1974. Women in Politics. New York: Wiley.
Johnson, William C.: 1992. Public Administration: Policy, Politics and Practice. The Dushkin Publishing Group, Inc.
Joseph, Cayer N. and Lee Sigelman: 1980. "Minorities and Women in State and Local Government: 1973-1975," Public Administration Review, Vol. 40. (Sept/Oct.) pp. 443-451.
Kanter, Rosabeth: 1977 Men and Women of the Corporation, New York: Basic Books.
Karsten, Margaret Foe. Management and Gender: Issues and Attitudes. Westport, Conn.: Quorum, 1994.
Kazemek, Edward A.: 1991. "Ten Criteria for Effective Team Building," Healthcare Financial Management (HFM) Vol. 45, Iss. 9, September, p. 15.
Kelly, Rita Mae; Mary E. Guy; Jane Bayes and associates: 1991. "Public Managers in the States: A Comparison of Career Advancement by Sex," Public Administration Review, September/October 1991, Vol. 51 No. 5 pp 402-412.
Kessler-Harris, Alice: 1981. Women Have Always Worked. New York: McGraw-Hill.
Kleeman, Katherine: 1987. "Women in State Government," Journal of State Government, (Sept./Oct.) pp. 199-203.
Knoll, Herbert E. Jr., and Clint B. Tankersley: 1991. "Your People Can't Sell if They Look Like Hell," Sales and Marketing Management, Vol. 143, Iss. 3, March, pp. 73-75.
Korabik, Karen: 1993. "Women Managers in the People's Republic of China: Changing Roles in Changing Times," Special Issue: Women in Management in the Journal Applied Psychology: An International Review, Oct., Vol. 42 (4), pp. 353-363.
Koven, Steven G.: 1992. "Base Clossing and the Politics-Administration Dichotomy Revisited," Public Administration Review, Sept./Oct., Vol. 52, No. 5, pp. 526-531.
Kraemer, Kenneth L. and John Leslie King: 1991. "Computing and Public Organizations," in Public Management: The Essential Readings, Lyceum Books/Nelson-Hall Publishers, Chicago, pp. 62-77.
Krislov, Samuel: 1974 Representative Bureaucracy, Englewood, Cliffs, NJ: Prentice-Hall.
Krislov, Samuel and David H. Rosenbloom: 1981. Representative Bureaucracy and the American Political System, New York: Praeger.
Leavitt, Judith A. American Women Managers and Administrators: A Selective Biographical Dictionary of Twentieth-Century Leaders in Business, Education and Government. Westport, Conn.: Greenwood Press, 1985.
Lee, S. Jean and Tan Hwee Hoon: 1993. "Rhetorical Vision of Men and Women Managers in Singapore." Human Relations, April, Vol. 46(4), pp. 527-542.
Lewis, Andrea E. and Ellen A. Fagenson: 1995. "Strategies for Developing Women Managers: How Well do they Fulfill their objectives?" Journal of Management Development, Vol. 14, 2, 1995, pp. 39-53.
Lewis, G. B.: 1990. Men and Women Toward the Top: Backgrounds Careers and Potential of Federal Middle Managers, Paper presented at the annual meeting of the American Society for Public Administration, Los

BEST COPY AVAILABLE

Angeles, Ca.)
Lewis, Gregory B. and Mark A. Emmert: 1986. "The Sexual Division of Labor in Federal Employment," Social Science Quarterly, Vol. 67 (1), pp. 143-155.
Lewis, Gregory B.: 1994. "Women Occupations and Federal Agencies: Occupational Mix and Interagency Differences in Sexual Inequality in Federal White-collar Employment," Public Administration Review, May/June 1994, Vol. 54, No. 3, pp.271-276.
Lewis, Gregory B.: 1986. "Equal Employment Opportunity and the Early Career in Federal Employment." Review of Public Personnel Administration, Vol. 6 (3) pp. 1-18.
Lewis, Gregory and Emmert, Mark A.: 1986. "Turnover Rates in Federal White-Collar Employment: Are Women More Likely to Quit Than Men?" American Review of Public Administrators, Vol. 19 (1) pp. 13-28.
Lewis, Gregory B. and Kyungho Park: 1989. "Equal Employment Opportunity and the Early Career in Federal Employment." Review of Public Personnel Administration, Vol. 6 (3) pp. 1-18.
Louis, Mary Josephine. An Inquiry into the Background and Status of Women Executives. Kodaikanal: Mother Theresa Women's University, 1990.
Lynch, Edith M. The Executive Suite - Feminine Style. New York: Amacom, 1973.
Marshall, Judi. Women Managers: Travelers in a Male World. Chichester, New York: Wiley, 1984.
Marshall, Judi: 1993. "Organizational Cultures and Women Managers: Exploring the Dynamics of Reliance," Special Issue: Women in Management in the Journal Applied Psychology: An International Review, Oct. vol. 42 (4), pp.313-322.
McBroom, Patricia: 1986. Third Sex: The New Professional Women, New York: W. Morrow.
Miller, Cheryl: 1987. "State Administrator's Perception of Policy Information of the Other Actors." Public Administration Review, Vol. 47, No. 3, pp. 239-245.
Mohapatra, M. K., Don A. Woods, Bruce J. Rose and John A. Bugbee: 1990. Managerial Training as a Correlate of Professional Development among Managers in State Government of Kentucky, a research report.
Mohapatra, M. K. et. al: 1989. "State Administration in New York: A study of their Professional Socialization, Public Service Values and Political Opinion." a paper presented at the 85th Annual Meeting of the American Political Science Association, Atlanta, 1989.
_____.: 1990. "Public Service Values of Women and Minority Administrators: An Empirical Study of Kentucky State Public Managers," A paper presented the Annual Meeting of the American Society for Public Administration, Los Angeles.
_____.: 1989. "State Administrators in Kentucky," a research report prepared for the 85th Annual Meeting of the American Political Science Association, August 30, Atlanta.
Mohapatra, Urmila: 1991. Current Research on Women Administrators and Professionals: A Select Bibliography, U-M-I Dissertation Information Service.
Moore, G.: 1987. "Women in the Old Boy Network," Power Elites and Organizations, G. W. Dumhoff, ed. Sage Publications, pp. 63-84.
Moore, Kathryn M. Women and Minorities. University park, Pa.: Center for the Study of Higher Education, Pennsylvania State University in cooperation with the American Council on Education, 1984.
Moore, Perry: 1977. "Public Employee's Attitudes about Client Services," State and Local Government Review, September, pp. 74-79.
Morrison, Ann M. Breaking the Glass Ceiling: Can Women Reach the top of America's Largest Corporations? Reading, Mass.: Addison-Wesley Pub. Co., 1987.
Murphy, Thomas P. and others: 1981. Contemporary Public Administration, F. E. Peacock Publishers, Inc., ITASCA, Illinois.
Murray, Michael A.: 1976. "Education for Public Administrators," Public Personnel Management, Vol. 5, pp. 239-249.
Naff, Katherine C.: 1994. "Through the Glass Ceiling: Prospects for the Advancement of Women in the Federal Civil Service," Public Administration Review, Nov/Dec Vol. 54, No. 6, pp. 507-514.
Nalbandian, J. and T. Edwards: 1983. "The Values of Public Administrators," Review of Public Personnel Administration, March, pp. 114-128.
Napasri, Kraisonswasdi. Women Executives: A Sociological Study in Role Effectiveness. Jaipur: Rawat Publications, 1989.

BEST COPY AVAILABLE

Newman, M. A.: 1993. "Career Advancement: Does Gender Make a Difference?" The American Review of Public Administration, Vol. 23, No. 4, (December) pp. 361-384.
Newman, Meredith Ann: 1994. "Gender and Lowi's Thesis: Implications for Career Advancement," Public Administration Review, May/June 1994, Vol. 54. No. 3. pp. 277-284.
Nicholson, Nigel. Managerial Job Change: Men and Women in Transition. Cambridge, New York: Cambridge University Press, 1988.
Nigro, F.: 1972. "The Implications for Public Administration," Public Administration Review 32: 120-126.
Osborne, Cassie, Rose, Bruce, Woods, James, Don, A, Bugbee, John and Mohapatra, M.K.: 1994. Management Training and Public Service Education as Correlates of Orientations Toward Public Service Professionalism Among State Administrators in the Fifty States. (Unpublished Report) Research Center for Public and International Policy, Frankfort, Kentucky.
Ott, J. Steven, Albert C. Hyde and Jay M. Shafritz, eds.: 1991. Public Management: The Essential Readings, Lyceum Books/Nelson-Hall Publishers, Chicago.
Pearson, William Sanders, L. T.: 1981. "State Executive's Attitudes Toward a Democratic Ideology," Midwest Review of Public Administration, Dec. pp. 270-280.
Pearson, William and L. T. Sanders: 1981. "State Executive's Attitudes Toward Some Authoritarian Values," State and Local Government Review, May, pp. 73-79.
Phillips, Anne: 1991. Engendering Democracy, University Park, PA: Pennsylvania State University Press.
Posner, Barry Z. and Warren H. Schmidt: 1984. "Values and the American Manager: An Update," California Management Review, Spring, pp. 202-216.
Powell, Gary N. Women and Men in Management. Newbury Park: Sage Publications, 1993.
Pugh, Darrel L.: 1989. "Professionalism in Public Administration," Public Administration Review, Vol. 49, No. 1, pp. 1-8.
Public Service Commission of Canada. Public Administrators and Foreign Service Officers. Ottawa: R. Duhamel, Queen's Printer, 1968.
Purcell, L. Edward, ed.: 1984. The Book of the States, 1984-1985, Vol. 25, The Council of State Governments, Lexington, Kentucky.
Putnam, Robert: 1974. "Bureaucrats and Politics," New Society, January, pp. 22-28.
Prestowitz, Carol Ann. A Comparison of the Supervisory Behavior of Female and Male Administrators in the Public Service of the State of Hawaii. Hawaii: University, Honolulu. Thesis.
Rairikar, B. R. Problems of Women Executives: With Reference to the City of Bombay. Bombay: Lala Lajpatrai Institute, 1978.
Reskin, Barbara F. and Catherine E. Ross: 1992. "Jobs, Authority and Earnings among Managers: The Continuing Significance of Sex." Special issue: Sex Segregation and Gender Stratification, Work and Occupations, Nov. Vol. 19 (4) pp. 342-365.
Restine, L. Nan. Women in Administration: Facilitators for Change. Newbury Park, Ca.: Corwin Press, 1993.
Rigg, Clarre and Sparrow, John: 1994. "Gender, Diversity and Working Styles," Women in Management Review Vol. 9, I, pp. 9-16.
Rose, Bruce J.: 1977. "A Cognitive and Communications System of Behavior," Creative Development of Dynamic Systems in Education, symposium presented at the annual meeting of the American Education Research Association, New York.
Rose, Bruce J., Manindra K. Mohapatra, Cassie Osborn, Don A. Woods and John Bugbee: 1991. "Public Service Professionalism among State Administrators: A Multiple State Study," a working paper presented in the Public Administration Panel of the 1991 Annual Meeting of Southern Political Science Association, Florida.
Rosner, Judy B.: 1990. "Ways Women Lead," Harvard Business Review, pp. 119-125.
Rusaw, A. Carol: 1994. "Mobility for Federal Women Manager: Is Training Enough?" Public Personnel Management (PPM), Vol. 23, 2, Summer, 1994, pp. 257-262.
Saucer, W. I. Jr. and E. C. Smith: 1983. "Toward an Empirical Definition of Public Sector Professionalism," Review of Public Personnel Administration, Spring, pp. 71-77.
Schein, V.E.: 1973. "Relationships Between Sex Role Stereotypes and Requisite Management Characteristics," Journal Applied Psychology, pp. 340-344.
Schmidt, Warren H. Managerial Values in Perspective. New York: AMA, 1983.

BEST COPY AVAILABLE

Sharkansky, I.: 1971. "State Administrators in the Political Process," H.Jacob and K. Vines (eds.), Politics in the American States, Boston: Little Brown.
Sherman, Richard L.: 1994. "The Rock Ceiling: A Study of African-American Women Managers' Experiences and Perceptions of Barriers Restricting Advancement in the Corporation," The Humanities and Social Sciences, Feb., 54, 3226-A.
Sherwood, Frank P.: 1988. "Two State Executive Personnel System: A Comparative Analysis," State and Local Government Review, Vol. 20 (1), pp. 3-10.
Sieh Lee Mei Ling. Women Managers of Malaysia. Kuala Lumpur: Faculty of Economics & Administration, University of Malaya, 1991.
Sigelman, L.: 1975. "The Curious Case of Women in State and Local Government," Social Science Quarterly, 56, 591-604.
Sigelman, L. :1976. "The Quality of Administration: An Exploration in the American States," Administration and Society, Vol. 8, pp. 107-144.
Sims, David and Jean L. Siew-Kim: 1993, "Discovering an Alternative View of Managing: A Study with Singaporean Women Managers," Special Issue: Women in Management, Applied Psychology - An International Review, Oct., Vol. 42 (4), pp. 365-377.
Stein, A.H. and M.M. Bailey: 1987. "The Socialization of Achievement Orientation in Females," Psychological Bulletin, pp. 345-366.
Stimpson, Catherine R.: 1973. Discrimination Against Women, Congressional Hearings on Equal Rights in Education and Employment, ed. in conjunction with the Congressional Information Service, Washington D.C., R. R. Bowker Co., New York.
Stivers, Camilla: 1993. Gender Images in Public Administration: Legitimacy and the Administrative State Newbury Park, CA: Sage Publications, Inc.
Stout, Russell, Jr.: 1980. Management or Control?: The Organizational Challenge, Bloomington, IN: Indiana University Press, 98-124.
Swarna, Lata: 1993. Women in Civil Service, New Delhi: Deep and Deep Publications.
Terborg, J.R., et.al.: 1975. "A Theoretical Approach to Sex Discrimination in Traditionally Masculine Occupations," Organization Behavior and Human Performance, Vol. XII, pp. 352-376.
Thompson, F. J.: 1978. "Commitment to the Disadvantaged among Urban Administrators," Urban Affairs Quarterly March, pp. 355-377.
Thompson, Frank J.: 1976. "Minority Groups in Public Bureaucracies: Aer Passive and Active Representation Linked," Administration and Society, 8(August) pp. 201-216.
U.S. Merit Systems Protection Board, 1992. A Question of Equity: Women and the Glass Ceiling in the Federal Government, Washington D.C., government Printing Office.
Van Riper, Paul P.: 1976. History of the United States Civil Service, Westport, T. Greenwood Press.
Vinack, W. C.: 1952. The Psychology of Thinking, New York: McGraw Hill.
White, Jane. A Few Good Women: Breaking the Barriers to Top Management. Englewood Cliffs, NJ.: Prentice Hall, Business & Professional Division, 1992.
Whitney, Sharon: 1986. Women in Politics. New York: F. Walts.
Wise, Lois R.: 1990. "Social Equity in Civil Service Systems," Public Administration Review, Vol. 50 (S), pp. 567-575. Women in Management: Trends, Issues and Chall. Newbury Park, Ca.: Sage Publications, 1993.
Wright, D.S. and R.L. McAnaw: 1965. "American State Executives: Their Backgrounds and Careers," State Government, Vol. 38 (Summer), pp. 146-153.
Wright, D.S. and R.L. McAnaw and M. Wagner: 1977. "State Administrators: Their Changing Charateristics," State Government, Vol. 50 (Summer), pp. 152-159.
Yeh, Ryh Song and Cherlyn S. Granoose: 1993. "Work Goals of Taiwanese Men and Women Managers in Taiwanese, Japanese and American Owned Firms,' International Journal of Intellectual Relations, Winter, Vol. 17 (1), pp. 107-123.

BEST COPY AVAILABLE

UNITED STATES EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
1990 STATE AND LOCAL GOVERNMENT INFORMATION (EEO-4) SURVEY

UNITED STATES SUMMARY

DATA SUMMARIZED BY: *
TYPE OF GOVERNMENT: 1 - STATE

REPORTING JURISDICTIONS: 50

JOB CATEGORIES	TOTAL BOTH SEXES	MALE						FEMALE					
		TOTAL	WHITE	BLACK	HISP	ASIAN	INDIAN	TOTAL	WHITE	BLACK	HISP	ASIAN	INDIAN
*** FULL-TIME EMPLOYMENT ***													
OFFICIALS/ADMIN	80683	57210	51774	3230	1331	660	215	23473	19764	2700	606	308	95
PROFESSIONALS	660641	337625	284166	28631	12396	10875	1557	323016	244450	56355	12295	8247	1669
TECHNICIANS	190277	101715	83772	10469	4980	1878	616	88634	60558	19368	5549	2643	516
PROTECTIVE SERVICE	260861	220859	166716	39332	11484	1618	1709	40002	23956	13689	1752	295	310
PARA-PROFESSIONALS	205626	58490	36451	18248	2815	605	371	147136	85890	53672	5937	841	796
ADMIN SUPPORT	364143	45851	34252	7485	2666	1197	251	318292	234960	59552	16954	4890	1936
SKILLED CRAFT	126367	119777	96938	15179	5846	820	994	6590	4726	1399	341	69	55
SERVICE/MAINTENANCE	167574	111661	78814	24748	5975	1132	992	55913	33374	18950	2378	736	475
TOTAL FULL TIME	2056172	1053188	832883	147322	47493	18785	6705	1003056	707678	225685	45812	18029	5780
*** PART-TIME EMPLOYMENT ***													
OFFICIALS/ADMIN	5883	3408	3061	239	43	38	27	2475	2079	278	77	32	9
PROFESSIONALS	54301	23068	19126	1932	722	11	131	31233	25686	3267	1220	914	146
TECHNICIANS	25056	11437	8720	1101	891	602	123	13619	9757	1907	1184	694	77
PROTECTIVE SERVICE	14246	10790	9169	899	462	100	160	3456	2735	470	160	30	61
PARA-PROFESSIONALS	26234	8289	6194	1568	318	148	61	17945	13404	3553	694	161	133
ADMIN SUPPORT	57779	13541	10197	1639	616	365	724	44238	33969	6522	2369	1032	346
SKILLED CRAFT	6143	4816	3963	502	226	56	69	1327	977	302	32	7	9
SERVICE/MAINTENANCE	48871	27455	21666	3455	1616	409	309	21416	16689	3338	864	261	264
TOTAL PART TIME	238513	102804	82096	11335	4894	2875	1604	135709	105296	19637	6600	3131	1045
*** NEW HIRES ***													
OFFICIALS/ADMIN	4623	2691	2312	231	84	47	17	1932	1541	254	95	37	5
PROFESSIONALS	60867	26996	22094	2920	1155	657	170	33871	25861	5957	1224	616	213
TECHNICIANS	18767	9277	7316	1198	505	181	77	9490	6803	2024	443	172	48
PROTECTIVE SERVICE	38298	27238	18752	6544	1396	250	296	11060	5899	3570	969	551	71
PARA-PROFESSIONALS	35434	12835	7389	3920	1098	353	75	22599	12759	7434	1688	577	141
ADMIN SUPPORT	51286	9106	6237	1557	891	364	57	42180	29520	8598	2972	717	373
SKILLED CRAFT	9207	7178	5554	980	374	197	73	2029	1327	340	175	175	12
SERVICE/MAINTENANCE	23970	15261	10107	4170	676	173	135	8709	5483	2743	285	117	81
TOTAL NEW HIRES	242452	110582	79761	21520	6179	2222	900	131870	89193	30920	7851	2962	944

'NOTE: NEW HIRE COUNTS INCLUDE ONLY PERMANENT FULL-TIME EMPLOYEES.

* Data Summarized by Professor J. Scott McDonald, Assistant Professor of Public Policy and Administration, Jackson State University, (U.S.A.)

BEST COPY AVAILABLE

Kentucky State University

Research Center for Public and International Policy

PUBLIC MANAGER QUESTIONNAIRE

Dear Public Manager:

Some time ago I mailed you a survey questionnaire in connection with a National Science Foundation sponsored project. You may recall that the survey focused on training and education of public employees. Specifically, it asked about types of training and education experienced and their results.

To date, many have responded to the survey. According to our response records, we have not heard from you thus far. Your response to this survey is very important. It will contribute to the knowledge that this project aims to generate.

If you have any questions about the project, please call Dr. Jack Rose at (502) 227-6500.

I thank you for your cooperation.

Sincerely,

Cassie O Osborne, Jr.

Dr. Cassie Osborne, Jr. Director
Research Center for Public
and International Policy

FFU

80

BEST COPY AVAILABLE

SECTION I: General Management Knowledge an Skills

1. As a state public administrator, how importar do you believe it is to keep currently informed the following? (*Please circle appropriate numbe*

	Very Important		Not Important	
a. Election voting patterns	4	3	2	1
b. Public opinion poll results	4	3	2	1
c. Legislators and their views	4	3	2	1
d. Elected executives and their views	4	3	2	1
e. Legislative candidates and their views	4	3	2	1
f. Executive candidates and their views	4	3	2	1
g. Specific policy issues e.g., educational, economic development, environmental	4	3	2	1
h. Federal government grant programs	4	3	2	1
i. Foreign affairs involving the U.S.	4	3	2	1
j. Public sector labor relations	4	3	2	1
k. Minority groups and their views on policy issues	4	3	2	1
l. General developments in the profession of public administration	4	3	2	1

2. Here are some statements that have been mac about public managers as professionals. Pleas indicate the extent to which you agree o disagree with each of these statements. (*Pleas circle appropriate number*)

	Strongly Agree		Strongly Disagree	
a. Public managers, regardless of their other educational background, need training and education in public administration	4	3	2	1
b. Public managers should be familiar with the current developments in public administration	4	3	2	1

Question 2 continued on the next pag

	Strongly Agree			Strongly Disagree
c. Public managers should belong to one or more professional organizations that are concerned with public administration	4	3	2	1

3. The following lists some skills topics that relate to workshops frequently offered as part of management workshops. Please indicate the extent you feel training in these areas would contribute to your growth as a public manager. (*Please circle appropriate number*)

	Great Extent			Little Extent
a. Assertiveness	4	3	2	1
b. Team Building	4	3	2	1
c. Business English	4	3	2	1
d. Stress Management	4	3	2	1
e. Presentation Skills	4	3	2	1
f. Professional Image	4	3	2	1
g. Writing Reports and Proposals	4	3	2	1
h. Reading Effectiveness	4	3	2	1
i. Writing Better Letters and Memos	4	3	2	1
j. Negotiation Techniques	4	3	2	1
k. Labor Relation Strategies	4	3	2	1

4. Currently management training programs for public managers typically include a number of specific objectives. Listed below are some of these objectives. In your opinion, please indicate how relevant these objectives are to the work of public managers. (*Please circle appropriate number*)

	Highly Relevant			Not Relevant
a. To enhance awareness of self and others	4	3	2	1
b. To examine the use of managerial time	4	3	2	1
c. To increase insight into managerial behavior and its effect on others	4	3	2	1
d. To identify the need for employee and organization evelopment	4	3	2	1
e. To increase understanding of leadership styles	4	3	2	1
f. To examine communication concepts relative to leadership effectiveness	4	3	2	1
g. To understand when group decision making/consensus is appropriate	4	3	2	1
h. To understand the need to identify criteria for establishment of goals	4	3	2	1
i. To understand the need for objectives	4	3	2	1
j. To develop ethical standards related to management practices	4	3	2	1
k. To understand factors that contribute to a climate for self motivation	4	3	2	1
l. To develop approaches to integrating career and life strategies	4	3	2	1
m. Other Objectives_____	4	3	2	1

5. Does your supervisor actively encourage management training/education for employees? Always 4 3 2 1 Never

6. Do people you work with actively pursue management training/education? All of Them 4 3 2 1 None of Them

7. Here are some statements that have been made about the workings of government agencies in the U.S. Please indicate the extent to which you agree or disagree with each of them. (*Please circle appropriate number*)

	Strongly Agree			Strongly Disagree
a. Government agencies should provide high quality services to their clients.	4	3	2	1
b. Clients of government agencies are not satisfied with the services provided.	4	3	2	1
c. Government agencies should provide equal treatment to minorities and women.	4	3	2	1
d. Political pull is important in whether a government agency will help a private citizen with the services provided.	4	3	2	
e. Democratic principles cannot be applied in dealing with employees of government agencies.	4	3	2	
f. Government agency officials should care about public opinion concerning their agencies.	4	3	2	
g. Citizens are not knowledgeable about the complexity of decision making in government agencies.	4	3	2	
h. Government agency officials should be responsive to the requests of state legisislators about problems of their constituents.	4	3	2	
i. The merit system in public service is outweighed by political pull in influencing merit appointments.	4	3	2	

SECTION II: Professional Activities

8. How many professional associations/socie related to your job do you belong to? ____

9. How many professional journals/ publication you regularly read/ subscribe to? ____

10. How many professionally-related semin conferences have you attended in the past years? ____

11. In the past two years how many elect management education/training activities h you attended? ____

BEST COPY AVAILABLE

Research Center for Public and International Policy NSF Study No. PII 8008439

SECTION III: Management Training Experience

If you *have not completed* or *attended* a management training program, *Skip to Section IV*.

12. Indicate the source of your training.

    a. _____ City Government
    b. _____ County Government
    c. _____ State Government
    d. _____ Federal Government
    e. _____ Private
    f. _____ University Academic Program

13. The following lists some management topics frequently offered by management training workshops. Please indicate the extent to which you feel training in these areas would contribute to your growth as a public manager? (*Please circle the appropriate number*)

	Great Extent			Little Extent
a. Understanding Conflict	4	3	2	1
b. Problem Solving and Decision Making	4	3	2	1
c. Discipline	4	3	2	1
d. Equal Employment opportunity	4	3	2	1
e. Financial Management and Planning	4	3	2	1
f. Computer Information and Office Applications	4	3	2	1
g. Managing Work Relationships	4	3	2	1
h. Managing Under a Merit System	4	3	2	1
i. Motivation	4	3	2	1
j. Performance Management	4	3	2	1
k. Strategic Planning	4	3	2	1

14. Please indicate how often you have utilized what you learned during this training program.

	Very Often			Never
	4	3	2	1

15. Please indicate the usefulness of the reading and reference material you received during your training.

	Very Useful			Never Useful
	4	3	2	1

16. How valuable was your training in increasing your effectiveness?

	Very Val.			Not Val.
	4	3	2	1

17. In which year did you last participate in training/education? _____

18. As a supervisor, which of the following are you now doing that you did not do before participating in your training program?

    a. _____ Maintaining better working relationships
    b. _____ Establishing better team goals
    c. _____ Exercising better time management
    d. _____ Being more assertive
    e. _____ Being more positive
    f. _____ No change
    g. _____ Other: (*specify*)_____

19. In your opinion, what other areas of training should be included in a comprehensive management training program?

_____

_____

_____

SECTION IV: Management Education

If you have not earned a degree in management, *Skip to Section V*.

20. Listed below are some fields of knowledge that have been included in Public Administration degree programs. To what extent do you feel knowledge of each of these fields is necessary and important in your job as a public administrator? (*Please circle the appropriate number*)

	Very Important			Not Important
a. Organizational behavior and interpersonal relations	4	3	2	1
b. Knowledge of political institutions and processes in state government	4	3	2	1
c. Statistical analysis	4	3	2	1
d. Management information systems and computer utilization	4	3	2	1
e. Program evaluation research methodology	4	3	2	1
f. Budget operations and financial administration	4	3	2	1
g. Personnel management	4	3	2	1
h. Administrative law and legal issues	4	3	2	1
i. Public relations and communication	4	3	2	1
j. Policy analysis	4	3	2	1

21. In your opinion, what other fields of knowle should be included in a Master of Pub Administration degree program?

_____

_____

_____

_____

SECTION V: Present Job

Information in this section will be used to catego managers in a variety of ways so that similari and differences in job content or context can analyzed.(*Please circle the appropriate number*)

22. Indicate the number of employees you dire supervise; that is, only those employ immediately beneath you on the organizatic chart. _____

23. Indicate the total number of employees you held responsible for? (*Include both emplo directly supervised and indirectly supervi through subordinate managers*). _____

24. How many levels are there between you and top person in your agency? (*If you are the person write X. If you report to the top per write 0 since you report directly to top the pers if your supervisor reports to the top person w 1, and so on down through the organizati*

_____

BEST COPY AVAILABLE

Research Center for Public and International Policy NSF Study No. RII 9006563

25. How many levels are there below you to the level of 1st line supervisor or equivalent? *(If you are the 1st line supervisor in your agency write X. If the 1st line supervisor reports directly to you, write 0. If there is one level of management between you and the supervisor write 1, and so on.)* _____

26. How much discretion is there in your job, compared to your previous job? *(Please circle the appropriate number)*

	Total Discretion		No Discretion	
a. Freedom to act independently of supervisor.	4	3	2	1
b. Freedom to set own targets/objectives.	4	3	2	1
c. Freedom to choose the methods for achieving objectives/goals.	4	3	2	1
d. Freedom to choose the order in which different parts of the job are done.	4	3	2	1
e. Freedom to choose with whom I deal with in order to carry out my job duties.	4	3	2	1

27 Please indicate below which of the following are male or female in your present organization.

	Male	Female
a. Your immediate supervisor	1	2
b. The colleague who has been most helpful in your present position	1	2
c. The person who did your job before you	1	2
d. How many current colleagues in your work section are male and how many are female?	_____	_____
e. How many of your immediate subordinates are male and how many are female?	_____	_____
f. Other people with the same position title as you in your organization?	_____	_____

28. Which of the following describes best the work unit(s) you are held responsible for?

a. _____ Data/paper oriented
b. _____ People/service oriented
c. _____ Machine/production oriented

29. Which of the following categories best describes the jobs you are held responsible for?

a. _____ Administrative, professional, technical
b. _____ Clerical, office machine, administrative support
c. _____ Supervisory, managerial
d. _____ Service, maint., agricultural, construction
e. _____ Law enforcement, investigative, protective

30. What is your present annual salary to the nearest thousand dollars? _____

31. Nature of your present appointment:

a. _____ Elected official
b. _____ Political appointee
c. _____ Merit system employee
d. _____ Other (*specify*) _____

SECTION VI: Background Information

32. What is the highest level of your education (*To the nearest year*)? _____

33. Please indicate any and all undergraduate and graduate degrees earned. _____,

_____, _____, _____, _____

34. What specific college level degree, and/or course work or training have you had in Public Administration.

a. _____ BA
b. _____ MPA
c. _____ Ph. D/DPA
d. _____ CPM Graduate
e. _____ Other (*specify*) _____

35. Gender ___/___ (M / F)

36. Ethnic Origin

a. _____ White
b. _____ African-American
c. _____ Hispanic
d. _____ Native American
e. _____ Asian or Pacific Islander
f. _____ Other (specify) _____

37. Date of Birth ___/___/___ (Mth / Day / Yr)

38. Number of years in public service? _____

39. Please use the chart below to describe you career history over the last five (5) positio changes in public service, starting with the mos recent change. *(If you have had less than fi (5) changes, indicate those that you have had.)*

No. of Moves	Year (Enter yr)	Type of Change					
		Change of Agency		Change in Status			Change in Function
		Yes	No	Yes Up	No Change	Yes Down	Yes No
1st	19___	1	2	1	2	3	1 2
2nd	19___	1	2	1	2	3	1 2
3rd	19___	1	2	1	2	3	1 2
4th	19___	1	2	1	2	3	1 2
5th	19___	1	2	1	2	3	1 2

The Research Center for Public and International Policy at Kentucky State University wishes to thank you again for taking enough of your time to complete this questionnaire.

The information obtained from this survey will assist our nation's colleges, universities and state governments to continue providing education and training in Public Administration of the highest quality.

BEST COPY AVAILABLE